

EVALUATION REPORT

EV556

ODA CO-FUNDED CAFOD PROJECTS IN KENYA

BY

By the Joint ODA/CAFOD Evaluation Team

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PREFACE

Each year the Overseas Development Administration (ODA) commissions a number of *ex post* evaluation studies. The purpose of the ODA's evaluation programme is to examine rigorously the implementation and impact of selected past projects and to generate the lessons learnt from them so that these can be applied to current and future projects.

This study is one of a series of evaluations of projects carried out by British NGOs, which have been assisted with funding provided by the ODA Joint Funding (Block Grant) Scheme. In this case, the projects were a sample selected by CAFOD and include projects currently under way as well as past projects. The projects concerned were implemented by a CAFOD partner organisation in Kenya, not CAFOD itself.

The ODA's Evaluation Department is independent of ODA's spending divisions and reports direct to the ODA's Principal Finance Officer. Evaluation teams consist of an appropriate blend of specialist skills and are normally made up of a mixture of in-house staff, who are fully conversant with ODA's procedures, and external consultants, who bring a fresh perspective to the subject-matter.

This evaluation was carried out jointly by ODA and CAFOD by a team consisting of the following:

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The evaluation involved the following stages:

- An initial desk study of all relevant papers;
- Consultations with individuals and organisations concerned with the projects, including a field mission in March 1993 to collect data and interview those involved;
- Preparation of draft reports on the individual projects as well as an overall draft report, which were circulated for comment to the individuals and organisations most closely concerned;
- Agreement with the evaluation team on the final report, which is published together with a summary sheet (EVSUM).

This process is designed to ensure the production of a high quality report which draws out all the lessons available.

J C H Morris

Head, Evaluation Department

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ABBREVIATIONS AND GLOSSARY

AIDS Acquired Immuno-Deficiency Syndrome

APC Area Project Committee

ASAL Arid and Semi-Arid Lands Programme

CAFOD Catholic Fund for Overseas Development

CPC Central Project Committee

CRS Catholic Relief Service

DDC District Development Committee

DDO Diocesan Development Office

DEP Development Education Project

DET Development Education Team

ECF East Coast Fever

EoEW End-of-Evaluation Workshop

fundi Skilled Worker

GoK Government of Kenya

HIV+ Human Immuno-Deficiency Virus Positive

JFS Joint Funding Scheme

KSh Kenyan Shillings

LIP Livestock Improvement Project

LRP Livestock Replacement Project

MCH Maternal and Child Health (centre)

NGO Non-Governmental Organisation

ODA Overseas Development Administration

PHC Primary Health Care

PWA Person with AIDS

QoL Quality of Life

shamba farm

TBA Traditional Birth Attendant

TORs Terms of Reference

WDP Water Development Programme

Exchange Rates: ,1 = 55 KSh

OVERVIEW

THE PROJECTS

1. The evaluation covered two livestock projects in Kajiado District, within the Ngong Diocese, and an AIDS and a water project in Kitui District, within the Diocese of Kitui.
2. The Livestock Restocking Project (LRP) and the Livestock Improvement Project (LIP) aimed to conserve pastoralism amongst the Maasai people through restocking the herds of poor people and helping to combat tick-borne diseases in the project area. They were implemented by the Development Education Team, a church-based group now based in Kajiado. The LRP, which focused predominantly on three group ranches, began in 1989 and was completed in March 1991. Under this project 203 heifers and bulls were distributed to 142 families. CAFOD provided ,42,700 for the LRP, half of which was provided by ODA. In the LIP, completed by the beginning of 1993, 358 handspray pumps were distributed over two years. Support was also provided for a drug store. CAFOD provided ,12,578 (,6,289 from ODA) for the project.
3. The problem of drinking water shortages has always been at the top of the Development Office agenda, because an estimated 97.8% of Kitui is subject to drought. CAFOD support for the DO's water projects dates from 1983. In July 1990, following the withdrawal of Irish

Government support, CAFOD agreed a new three year programme with the DO. It was intended to provide four water projects (including wells, sub-surface dams and rock catchments) for each of the 17 parishes in the diocese. At the time of the evaluation visit the programme was in its third year. Grants of ,188,868 have been committed and ODA has so far provided ,94,237.

4. An AIDS Committee was first set up in the diocese at the beginning of 1991, and in the same year a grant was given by CAFOD for an AIDS education programme. Some staff visited Uganda to learn about programmes in existence there, following which it was decided to undertake a three-year programme. This officially started in July 1991 with a CAFOD grant of ,15,035. The second year of the programme began in March 1992, with a grant of ,39,405 from CAFOD. ODA support so far is ,20,363. The programme is based in each of two diocesan hospitals and consists essentially of medical care (in hospital for acute cases, outpatient and home care for others) with social work support, and public education activities. ODA's contribution to these projects were all provided under the block grant provisions of the Joint Funding Scheme (JFS).

THE EVALUATION

5. This study is one of a series of evaluations of projects carried out by British NGOs, which have been assisted with funding provided by the ODA Joint Funding (Block Grant) Scheme. In this case, the projects were a sample selected by CAFOD and included projects currently underway as well as past projects. The projects concerned were implemented by CAFOD partner organisations in Kenya, not CAFOD itself. Volume I of the evaluation report contains a summary of findings of the projects evaluated. Volume II contains the individual project evaluation reports.

OVERALL SUCCESS RATING

6. In terms of the objectives set for the projects, the water programme was judged as successful, with project objectives largely achieved and significant overall benefits in relation to costs. The livestock projects were largely unsuccessful, with very limited achievement of objectives and few significant benefits in relation to costs. The AIDS programme began too recently to assess attainment of objectives, but thus far it seems to have been successful in largely realising its output targets.

MAIN FINDINGS

7. None of the projects were conceived *de novo* by the project holders, but rather evolved out of existing development activities. Nor have those new projects remained static in their objectives. In such circumstances, a concern for learning from experience and for accountability to donors should have led the project holders explicitly to document changes that have taken place in the project objectives and the reasons for those changes. The Kitui projects have attempted to document the changes that have taken place in objectives. This has not been the case in Kajiado.

8. In the livestock and water projects there was a surfeit of project objectives, given the resources available and the priority given to the livestock project within the DEP. In both projects some objectives were poorly defined, making it difficult to verify progress towards their achievement. Some amounted to no more than statements of aspirations. In the AIDS project, the objectives were largely stated in terms of different types of services to be delivered, rather than their intended impact. In all the projects, informal objectives, elicited from staff and beneficiaries, were smaller in number and more concrete in focus than those described in project documents. Given that many of these problems with the use of objectives were evident in project documents, the responsibility for their improvement lies with donors as well as project holders.

9. The above comments notwithstanding, there were examples of clearly formulated output targets in each of the projects. For example: the water programme specified improved access to water in terms of the numbers of water sources that would be constructed within the project life span; the livestock project specified mortality rate reductions within a specified period of time; and the AIDS programme had set specific goals for their proposed programme of education activities, relating these to their achievements in the previous year.

10. Within the AIDS programme, one of the main objectives of providing hospital care for PWAs is to do so on a non-discriminating basis. The available evidence suggests that this is being done at present. Home-based care services, although at present provided to a very small proportion of those PWAs diagnosed as a result of their contact with the hospital, are comprehensive, regularly available, and of apparently good quality. The home care assistance most valued by PWAs was that which enabled their children to continue to go to school. This emphasis on the future of PWAs' children was shared by the senior AIDS programme staff and was embodied in the formal goals of the programme. Staff in regular contact with PWAs, however, placed a greater value on delivering short-term assistance (e.g food, medical supplies, emotional support). Despite the substantial amount and range of material assistance that the AIDS programme has provided, there was no visible evidence of PWAs developing a dependency on that assistance. Indeed, they were keen to become more economically independent.

11. Potential orphans of AIDS patients are being actively identified and documented, although the capacity to provide care is currently limited to a very small proportion of those children. The

availability of pre- and post-test counselling appears to be better than is often the case in Europe. No problems of access by different groups to HIV test facilities were evident and GoK policy on blood testing is clearly being followed. Preventive education on AIDS is at present reaching a very small proportion of the district's population and, within that, the school age population, the main target group. It is undoubtedly contributing to public awareness of the causes of AIDS, but it seems likely that it is having minimal impact on people's sexual behaviour.

12. Two groups of women were beneficiaries of the AIDS programme: women with AIDS receiving medical care and counselling; and women who were providing care and support to PwAs, and who were assisted in this task by the home care teams. The limited evidence collected suggests that women are bearing a major share of the burden of care. The AIDS team were aware of this, but seemed to accept the existing definitions of responsibility, perhaps for pragmatic reasons, in order to be immediately effective. It may be that, in future, by enrolment of the wider community in the care of PwAs, there will be an opportunity for community development interventions that focus more on the role of men as carers.

13. In Kitui, the establishment of rock catchments and sub-surface dams was well on target. There was a major bottleneck in the completion of wells, the most common water source being developed, which was due mainly to problems of maintenance of community motivation rather than technical difficulties in construction. Although there was substantial anecdotal evidence that the new water sources are enabling users to make significant time savings (the change most valued), there has been little systematic work done by the WDP so far to document the extent to which this objective has been achieved.

14. Women have always been a key target group of the water programme and were found to have benefitted substantially from it. The impact of the new water sources on users, especially women, was visible in the form of reduced tiredness and more energy; more time for other important activities, particularly working on the shamba, but also for domestic activities such as cleaning, washing and cooking; the availability of greater volumes of water; improved water quality; and pride of achievement and appreciation of mutual support and assistance. Although women interviewees emphasised that water quality had improved, the water programme does not have a policy of systematically testing for water quality changes. Further major benefits reported by them were being able to wash their children daily before going to school and to wash their own hands and bodies more often. No evidence of negative impact on women was found, although it is possible that women's share of the time that they spend on some tasks, versus that of men, has increased as a result of the extra time that has been released.

15. There is evidence that the LIP and LRP had positive benefits but that these were very modest in relation both to the size of the communities concerned and to the needs and resources of the families actually assisted. Assistance from the DET was clearly valued by beneficiaries. Benefits reported included: increased security of livestock assets from improved animal health; increased milk production through elimination of tick infestations, and improved

children's nutrition as a result; increased status for men as a result of regaining ownership of livestock; reduced dependence on others for use of hand pumps, and for food itself for those who were without animals of their own; and increased value of livestock because of ownership of improved breeds. The positive changes associated with DET assistance were, however, not unique. They also came about as a result of many individual initiatives, and to some extent the actions of other institutions.

16. Women benefitted from the livestock projects either as widows or through their husbands (it was assumed that they would benefit equally). It was found that there could be real benefits when women were targeted directly, for example through assistance to women's cooperatives. The DET had provided some such assistance, although not under the projects evaluated, and they remained under-utilised. The priority accorded by the DET to addressing the needs of women was clearly less than that given by the Kitui DO.

17. There was no evidence of bias in favour of Catholics. Indeed, most beneficiaries of these projects were not Catholic. The differences in the forms of participation that have taken place in the three projects are partly a reflection of key differences in the nature of project benefits. In the water projects the intended outcome is one which communities have a collective interest to maintain. The benefits of the livestock and AIDS programmes have, in contrast, focused largely on households. Hence the water team has been able to make user committees the centrepiece of its implementation strategy, whilst in Kajiado project committees have been largely regarded as having only a transitory function. The challenge to the AIDS programme, especially its education component, is to communicate to people that there are community-wide interests at stake, which should lead them to becoming more involved.

18. All the projects had ostensibly taken steps to ensure the involvement of women in project implementation, either through women's associations (AIDS) or project committees (Water and Livestock). Whilst women were influential in the Water Programme project committees, their representation on project committees in Kajiado was such as to raise major doubts as to how much practical influence they had on decision making. The AIDS Programme was led and staffed largely by women.

19. There was a clear difference between the Ngong and Kitui projects in the importance attached to monitoring systems and their adequacy. Both the AIDS and Water teams were very aware of the need for monitoring. Although systematic monitoring in the AIDS programme was lacking, a determination to undertake monitoring was evident. Monitoring of construction phases of the various water projects was satisfactory. Through informal contacts, there was some knowledge of developments relating to completed projects, but further formal monitoring did not take place as the Water team considered that, on completion, projects were handed over to, and became the responsibility, of the communities. This risked missing lessons of relevance to the wider programme. Also, as the objectives of some projects could only be attained after they were completed, the absence of a monitoring system meant that there was no way of assessing progress towards meeting them. More systematic use of information garnered informally might

have gone some way towards ameliorating these problems.

20. In the livestock projects there was virtually no formal monitoring. Informal feedback did seem to occur in the three group ranches where the LRP had taken place, helped by the fact that the two animators covering the area were themselves Maasai and so part of the community network, but no attempt was made to record the data so collected. Nor were project committees given a monitoring role, even in those group ranches where the DET was well established.

21. The absence of any recorded data on the fate of inputs meant that it was not possible readily to assess whether progress was being made towards meeting project objectives. Yet collection of such data was intended from the outset. In marked contrast to Kitui, the DET did not seem much concerned at the lack of monitoring. Admittedly, they were kept busy with other DEP activities, which had come to be accorded higher priority. Some project committee members themselves felt that there should be more emphasis on record keeping and having a two-way information flow with the DET.

22. A further cause for concern was the inaccurate and misleading project reports provided to CAFOD throughout the lives of the livestock projects. Although a more accurate picture was conveyed verbally to the visiting CAFOD desk officer towards the end of the projects, the final reports on both still contained significant inaccuracies, perpetuated by CAFOD in reporting to ODA. More seriously, a current project proposal to another NGO also contained inaccuracies. Whilst oral monitoring might be better suited to the Maasai cultural tradition, this does not relieve project implementors of the responsibility of recording - accurately - the results of such monitoring, in order to relate them to project objectives, and to have in place a system for acting on the information gathered.

23. Project holders were very aware of the need to implement projects cost- effectively, and there was evidence of practical measures taken during projects to ensure this. Unfortunately, except for the water project, data was not available such as to enable the cost per beneficiary to be calculated. The cost of providing a family group with water was estimated as ,18 excluding, and ,21 including, community costs. These figures should be compared to costs of similar projects elsewhere in Kenya.

24. Although expenditure data was available for the livestock and AIDS projects, this was not desegregated so as to be readily applicable to different programme interventions. This means, for example, that the AIDS Team are unable to compare the costs of the different programme components, which limits the information available to them in determining the different mix of programme components. Pressure on programme resources is likely to intensify, particularly with the intended expansion of the home care component and the dependence of the mission hospitals on external donor support (likely to worsen as PWAs' ability to pay fees decreases with increasing illness, compounded by inflation). Hospital capacity too will become increasingly stretched. Hence such information will increase in importance.

25. Data on the LRP was misleading, as the final report suggested that only heifers were distributed, whereas, in fact, bulls were distributed too. Taking this into account, the cost per animal was probably not too far from the market price. Lack of any data on the fate of the animals meant that no estimate of the return on the investment was possible.
26. It was possible to be clearer about the drug store. Based on an analysis of two weeks of sales, it was found to be making a profit of about KSh 39,000 (,709) *per annum*. There was also a considerable benefit to group ranch members in saved travelling time to buy drugs. Its continued financial viability will be sensitive to changes in the economic climate, particularly the ability of people to cope with increases in drug costs.
27. The financial control systems in place in the two dioceses seemed generally to be adequate. Financial records in the drug store were in a very poor state, however, and record keeping procedures were vulnerable to abuse. External audits of Ngong Development Office, as occur in Kitui, might have helped the DET in improving their operating procedures.
28. The environmental impact of the water projects was considered to be negligible. The water team is aware that concentrating water at single sources posed risks of infection and that communities should be aware of these and the precautions required. In most cases, these risks are likely to be less hazardous than the practice of taking water from a river bed previously used by many people and animals.
29. The environmental impact of cattle provided under the LRP was negligible given the size of rangelands and the number of cattle already there. The measures taken to improve herd quality and promote marketing of animals were unlikely to reduce pressure on land, and likely to increase further given rising human and animal populations, superimposed on broader changes occurring in land ownership, land use, and urban expansion.
30. The increased use of acaricides was of more immediate environmental concern. The LIP attempted to address this through one-day seminars held when distributing the hand pumps. Stories of side effects of acaricide use abounded, however, which, together with the variations in concentration and type of acaricide used, suggested that more training was required. This was confirmed by the District Veterinary Officer. Provision by CAFOD of technical advice at the outset of the projects might have been beneficial here in improving programme design.
31. In the water programme all parties were aware of and concerned about sustainability issues, albeit from different perspectives. Water users and Area Coordinators gave the most importance to the overall availability of water and the risks of the water supply running dry. In contrast to project staff and the water engineer, water users were much more concerned about the possibility in future of people, mainly non-beneficiaries and outsiders, causing problems (eg: damage, theft and misuse of water), rather than about the physical infrastructure itself. The water programme is already well on the way to phasing out the use of expatriates.

32. Sustainability of present services in the face of expanding needs was a major concern of the AIDs programme. An extrapolation of present growth rates in AIDS would suggest that AIDS programme capacity will be exceeded and that service provision will need to be rationalised accordingly, with home care visits perhaps reduced to the aim of minimising hospital readmissions. The capacity of the home care teams to mobilise community support is very limited however. Expansion of community support will require additional personnel and will need to be complemented by a public education campaign aimed at de-stigmatising the disease.

33. The DET sees the veterinary drug store as the key to the sustainability of the livestock project activities as a whole, but at present, because of the lack of appropriate management skills, it is not clear if the drug store can sustain itself, though it does have the potential to produce a surplus and therefore to finance other livestock related initiatives. The DET now views the restocking and hand pump activities as largely self-sustaining, through the continuation of traditional practices of giving livestock and through private purchases of hand pumps, respectively. Changes in the political and economic environment are likely to prove critical, however. The sustainability of the project committees which were established in association with the livestock projects is in effect a non-issue, since they appear, formal intentions notwithstanding, to have little continuing role.

LESSONS LEARNED

34. Written objectives for specific NGO projects can be too numerous, overly ambitious, and poorly defined. In as much as donors agree to project objectives when they fund an NGO project, they share some responsibility for ensuring that statements of objectives are realistic and usable.

35. In projects where it is expected that objectives will change over time, in the light of project experience, it is essential that those changes should be documented, both to ensure accountability and to enable learning from experience by those not directly involved in the project.

36. Catholic church structures can be used to implement development and welfare programmes on a non-discriminating basis in communities where the majority of the population are not Catholic.

37. The official views of the Catholic church are likely to impose constraints on the type of public preventative education work that their AIDS programmes can carry out. This does not, however, limit their capacity for effective treatment and rehabilitation work with people with AIDS.

38. Women benefit more from development projects when their participation is deliberately structured into projects and when they have a prominent role within project activities.

39. New forms of participation, such as development committees, are more sustainable where

project benefits affect whole communities rather than specific households, and where there are ongoing rather than once-off management tasks for the committees to undertake;.

40. The perspectives of villagers regarding the impact and sustainability of water supply projects needs to be clearly understood and the design of the project needs to take these perspectives into account. These can focus on social problems of water management and use, as well as technical problems of sites and structures. Both potential problem areas need to be addressed.

41. CAFOD does not directly manage these projects but largely depends on its partners in the field to implement them. CAFOD places great emphasis on developing effective and trusting relationships with its partners. In order, therefore, to achieve its objectives, CAFOD needs to assist with the institutional development of its partner organisations as well as funding discrete projects undertaken by them.

DIOCESE OF KITUI AIDS PROGRAMME

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EVALUATION SUCCESS RATINGS

The Overall Success Rating for a project is allocated on a scale from **A+** to **D** according to the following rating system:-

Highly Successful (A+): *objectives completely achieved or exceeded, very significant overall benefits in relation to costs*

Successful (A): *objectives largely achieved, significant overall benefits in relation to costs*

Partially Successful (B): *some objectives achieved, some significant overall benefits in relation to costs*

Largely Unsuccessful (C): *very limited achievement of objectives, few significant benefits in relation to costs*

Unsuccessful (D): *objectives unrealised, no significant benefits in relation to costs, project abandoned*

The judgement on the Overall Success Rating is informed by a tabulated series of judgements on individual aspects of performance, including the project's contribution to achievement of ODA's **priority objectives** (listed in the upper section of the table). First an assessment is

made of the relative importance in the project of each criterion or objective, which may be **Principal** or **Significant**; or, if not applicable, it is marked " - ". Where no specific objective was established at appraisal, the importance assessment is given in **brackets**. Each performance criterion is then awarded a rating, based only on the underlined sections of the five-point scale above. A hypothetical example is given below.

Project Performance Criteria	Relative Importance	Success Rating
Economic Liberalisation	-	-
Enhancing Productive Capacity	-	-
Good Governance	-	-
Poverty Impact	Significant	A
Human Resources: Education	Principal	B
Human Resources: Health	Principal	A
Human Resources: Children by Choice	-	-
Environmental Impact	-	-
Impact upon Women	Significant	B
Social Impact	-	-
Institutional Impact	Principal	B
Technical Success	-	-
Time Management within Schedule	-	-
Cost Management within Budget	Significant	A
Adherence to Project Conditions	-	-

Cost-Effectiveness	-	-
Financial Rate of Return	-	-
Economic Rate of Return	-	-
Financial Sustainability	-	-
Institutional Sustainability	Principal	B
Overall Sustainability	Significant	B
OVERALL SUCCESS RATING		A

DIOCESE OF KITUI WATER DEVELOPMENT PROJECT

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EVALUATION SUCCESS RATINGS

The Overall Success Rating for a project is allocated on a scale from **A+** to **D** according to the following rating system:-

Highly Successful (A+): *objectives completely achieved or exceeded, very significant overall benefits in relation to costs*

Successful (A): *objectives largely achieved, significant overall benefits in relation to costs*

Partially Successful (B): *some objectives achieved, some significant overall benefits*

in relation to costs

Largely Unsuccessful (C): *very limited achievement of objectives, few significant benefits in relation to costs*

Unsuccessful (D): *objectives unrealised, no significant benefits in relation to costs, project abandoned*

The judgement on the Overall Success Rating is informed by a tabulated series of judgements on individual aspects of performance, including the project's contribution to achievement of

ODA's **priority objectives** (listed in the upper section of the table). First an assessment is made of the relative importance in the project of each criterion or objective, which may be **Principal** or **Significant**; or, if not applicable, it is marked "-". Where no specific objective was established at appraisal, the importance assessment is given in **brackets**. Each performance criterion is then awarded a rating, based only on the underlined sections of the five-point scale above. A hypothetical example is given below.

Project Performance Criteria	Relative Importance	Success Rating
Economic Liberalisation	-	-
Enhancing Productive Capacity	Significant	B
Good Governance	-	-
Poverty Impact	Principal	A
Human Resources: Education	-	-
Human Resources: Health	Principal	B
Human Resources: Children by Choice	-	-
Environmental Impact	-	-
Impact upon Women	Principal	A
Social Impact	-	-
Institutional Impact	-	-
Technical Success	Significant	A
Time Management within Schedule	-	-
Cost Management within Budget	-	-
Adherence to Project Conditions	-	-

Cost-Effectiveness	Significant	A
Financial Rate of Return	-	-
Economic Rate of Return	-	-
Financial Sustainability	-	-
Institutional Sustainability	Principal	B
Overall Sustainability	-	-
OVERALL SUCCESS RATING		A

LIVESTOCK RESTOCKING AND IMPROVEMENT PROJECT

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EVALUATION SUCCESS RATINGS

The Overall Success Rating for a project is allocated on a scale from **A+** to **D** according to the following rating system:-

Highly Successful (A+): *objectives completely achieved or exceeded, very significant overall benefits in relation to costs*

Successful (A): *objectives largely achieved, significant overall benefits in relation to costs*

Partially Successful (B): *some objectives achieved, some significant overall benefits*

in relation to costs

Largely Unsuccessful (C): *very limited achievement of objectives, few significant benefits in relation to costs*

Unsuccessful (D): *objectives unrealised, no significant benefits in relation to costs, project abandoned*

The judgement on the Overall Success Rating is informed by a tabulated series of judgements on individual aspects of performance, including the project's contribution to achievement of

ODA's **priority objectives** (listed in the upper section of the table). First an assessment is made of the relative importance in the project of each criterion or objective, which may be **Principal** or **Significant**; or, if not applicable, it is marked "-". Where no specific objective was established at appraisal, the importance assessment is given in **brackets**. Each performance criterion is then awarded a rating, based only on the underlined sections of the five-point scale above. A hypothetical example is given below.

Project Performance Criteria	Relative Importance	Success Rating
Economic Liberalisation	-	-
Enhancing Productive Capacity	Principal	C
Good Governance	-	-
Poverty Impact	Principal	C
Human Resources: Education	-	-
Human Resources: Health	-	-
Human Resources: Children by Choice	-	-
Environmental Impact	-	-
Impact upon Women	-	-
Social Impact	-	-
Institutional Impact	Principal	C
Technical Success	Significant	B
Time Management within Schedule	-	-
Cost Management within Budget	-	-
Adherence to Project Conditions	-	-

Cost-Effectiveness	Significant	C
Financial Rate of Return	Significant	C
Economic Rate of Return	-	-
Financial Sustainability	Principal	C
Institutional Sustainability	Principal	C
Overall Sustainability	Principal	C
OVERALL SUCCESS RATING		C

1 INTRODUCTION

PROJECT BACKGROUNDS

1.1 The evaluation covered two livestock projects, based in Kajiado District and implemented by the Ngong Diocese; and a water programme and an AIDS project, both implemented by the Diocese of Kitui, Kitui District.

1.2 The Dioceses of Kitui and Ngong are two of eleven project partners that CAFOD works with in Kenya. The Kitui projects were distinguished from others by the CAFOD desk officer, in that they: (a) are a Diocesan-based programme; (b) work with farmers rather than pastoralists; (c) are part of a Diocese which has a long-established working relationship with CAFOD; (d) are part of a Diocese which has more involvement in social justice issues. The Kajiado projects were distinguished from others in that they: (a) started off as parish-based activities (b) focus on pastoralists (c) although started by expatriates, have gone further than others in nationalising their staff. Of all the partners, the Diocese of Kitui is the one which has received the most financial support from CAFOD, whereas the Kajiado projects have received relatively little. When asked about future funding, the desk officer said CAFOD would like to increase funding to the Kajiado Development Education Programme (which the livestock projects are a part of), with the Kitui projects getting relatively less priority, compared to some of the other Dioceses.

Kajiado District

1.3 The livestock projects, though based in Kajiado District and the Ngong Diocese, are seen

by the project holders to be located within Maasai lands. The Maasai tribe is traditionally nomadic, subsisting on livestock (milk and meat) production. They inhabit the Rift Valley Province in Kenya, which is mainly arid and where little security can be obtained from agriculture. Since independence in 1963, in an attempt to encourage commercial agricultural activities, the Kenyan Government has aimed to introduce individual land tenure throughout the country. Although a special Group Ranches scheme has been established, allowing the Maasai communal land ownership and some degree of internal autonomy, there has been continual pressure upon the pastoral existence of the Maasai. Demarcation of land has meant that many of the poorer Maasai have lost access to their dry season grazing areas. There have been repeated attempts to further subdivide the holdings of the Group Ranches, with the eventual aim of individualising land tenure of the Maasai people.

The Livestock Projects

1.4 The general aims of both the Livestock Restocking Project (LRP) and the Livestock Improvement Project (LIP) were to conserve pastoralism amongst the Maasai people through restocking the herds of poor people, and to provide assistance to combat tick-borne diseases in the project area.

1.5 The projects were carried out by the Development Education Team (DET), a church-related group based originally in Loitokitok parish and now transferred to Kajiado. The DET was established in 1975 to implement the Development Education Programme (DEP) of the Ngong Diocese, which covers the two districts of Narok and Kajiado. The DEP aims, through an education process, to enable the full development of people's potential, including achievement of their social and political rights as well as economic security. Programmes carried out by the DET include community leadership training, advocacy work and legal aid assistance on land and other social justice issues affecting pastoralists, assistance with cooperative development, and support with the development of livestock as sources of livelihood. The relative importance attached by the DET to these various activities is discussed in Chapter 2.

1.6 The LRP operated in the Loodokilani location in the Central Division of Kajiado District and focused predominantly on three group ranches: Torosei, Kilonito and Elangata-wuas. Families made destitute by the 1984/85 drought were targeted to receive heifers. The LRP began in the second half of 1989 and was completed in March 1991. During the first phase, 103 heifers were bought and distributed to a total of 58 families in Kilonito and Elangata-Wuas. In the second phase, which started in August 1990, some 100 local heifers were purchased and distributed to 84 families in all three group ranches. The grants sent by CAFOD for the LRP totalled ,42,790, of which ,21,395 was from ODA.

1.7 The LIP aimed at reducing cattle mortality rates with the distribution of handspray pumps to control tick-borne diseases, especially East Coast Fever (ECF). The LIP began in July 1991 with three workshops and the subsequent distribution of pumps to the participants. The LIP initially aimed at distributing a total of 400 (later reduced to 358) pumps over two years, but all

the pumps had been distributed and the programme was completed by the beginning of 1993, and before the arrival of the evaluation team. Grants totalling ,12,578 were sent by CAFOD to support the LIP, with ODA cofinancing of ,6,289.

1.8 Also under the LIP, CAFOD provided KSh 55,000 in 1992 to help replenish the stock of a drug store. This was originally set up with funds provided by Catholic Relief Services (CRS), but suffered due to theft and other problems which led to the dismissal of the first two store managers. A sum of KSh 100,000 had already been raised in 1991 from ten local farmers who effectively became 'sleeping partners' in the venture.

Kitui District

1.9 The District of Kitui is situated in the Eastern Province of Kenya, 170 kilometres east of Nairobi. It has an area of 31,099 square kilometres, with a population of 670,000, approximately 21 people per square kilometer. The district is divided into five administrative divisions: Central (34% of the population), Mututito (11%), Mutumo (16%) Mwingi (23%) and Kyuso (16%)

1.10 The district is semi-arid. Only the Central Division, with a maximum rainfall of 1270mm per annum, is classified as having a high agricultural potential. The remainder, around 98% of the land in Kitui, is subject to drought. Crop failures and food shortages are common, and around 85% of the population have no source of potable water within 8 kilometres of their homes.

1.11 Around 80% of the population depend upon subsistence agricultural activities for their survival. There is little industry within the district and many men from the area migrate to Nairobi or Mombassa to find work. As a result the local population is dominated by women and remittances are an important source of income.

The Water Programme

1.12 The Diocesan Development Office (DDO) of the Diocese of Kitui was established in 1972 to coordinate the socio-economic development programmes within the Diocese. The problem of drinking water shortages has been always at the top of the DDO agenda, and the Water Development Programme (WDP) is now its largest activity. Around 80% of the community requests that reach the DDO are for water projects. At the end of 1991, the Water Section employed 76 people and covered around 200 small projects a year. CAFOD's involvement in

the water projects undertaken by the DDO began in 1983. At that time projects were undertaken on a demand-led basis, each request being studied and then supported financially on its own. In 1986 a more comprehensive programme was started with the financial help of the Irish Government, CAFOD and, at a lower level, Waterford town (Ireland), Catholic Relief Services (CRS) and UNICEF Kenya.

1.13 In July 1990, following the end of Irish Government involvement, a new three-year programme was agreed upon between CAFOD and the DDO. Originally, the WDP aimed to provide four water projects (including wells, sub-surface dams and rock catchments) and 24 roof catchment tanks a year for each of the 17 parishes in the Diocese. Actual progress in achieving these targets is discussed in Chapter 2. The first year of the programme was extended from July 1990 to December 1991. At the time of the evaluation visit, the programme was in its third year. The budget for the WDP is ,331,492, of which grants totalling ,188,868 have been committed. ODA has so far provided ,94,237 for the current programme.

The AIDS Programme

1.14 The Diocese of Kitui has long been involved in health related projects and has established two of the four hospitals in Kitui District (at Mutomo and Muthale), a health centre in Kimangao and three dispensaries (Mutune, Nuu and Mutito). Mutomo and Muthale hospitals, and Kimangao, Nuu and Mutito centres all have a mobile medical team, involved in providing ante-natal care and child welfare care in 22 locations.

1.15 CAFOD's involvement in AIDS work within the Diocese of Kitui began in 1988 with an emergency donation for the purchase of testing kits to ensure the safety of the hospitals' blood banks. In 1989, during a CAFOD visit to Kenya, it was suggested that the Diocese might like to integrate AIDS awareness education into its development activities. This suggestion arose from concern at the inadequacy, at that time, of the GoK's AIDS programme, and the general denial by the government that AIDS was a large health problem in Kenya. The suggestion by CAFOD was also prompted by the well-established links between CAFOD and the Diocese of Kitui, and a belief that the DDO's community based approach to development would lend itself to the task of raising awareness about AIDS.

1.16 In an initial response, an AIDS Committee was founded by the Diocese at the beginning of 1991 and a first small grant was sent for an AIDS education programme. During the same year, some members of the Diocese went for an "exposure" trip to Uganda to learn from some advanced AIDS programmes undertaken there. As a result of this trip, the Diocese decided to embark upon a three-year AIDS programme, based in each of the two Diocesan hospitals. The programme officially started in July 1991 when a grant of ,15,035 was sent by CAFOD. The second year of the programme began in March 1992 with a ,39,405 grant. ODA support so far for the programme amounts to ,20,363.

1.17 Diocesan activities related to AIDS currently fall essentially into provision of medical care and education. Care is provided by hospitalisation of acutely ill people with AIDS (PWAs), through out-patient clinics and, for those too far away or too ill to attend these, home care visits. Muthale hospital employs three nurses part-time, a Franciscan Sister and the Medical Officer of the hospital on its team. Their mobile medical team is also involved in AIDS education. In Mutomo, a nurse works full-time on the team with the part-time help of a doctor.

1.18 Data collected by Mutomo and Muthale hospitals established that the incidence of those diagnosed as HIV positive had increased dramatically since 1987. The Kitui AIDS Programme estimates that at an extremely conservative estimate it is likely that 7,500 people are HIV+ and that this figure is likely to double by 1997.

THE EVALUATION OBJECTIVES

1.19 The overall purpose of the evaluation, described in the Terms of Reference (TORs), was to:

- a. Assess, in terms of their objectives, the impact and success of these four projects funded jointly by CAFOD and ODA.
- b. Enable the project holders to learn from the project experience and draw appropriate conclusions to assist them in the future planning and implementation of these and other projects.
- c. Suggest to CAFOD and the ODA appropriate methodologies for evaluation of relatively small-scale projects funded through southern partner NGOs.

1.20 The specific objectives were to examine the following issues: (a) the achievement of general and specific objectives, (b) the impact on the quality of life of the target group, (c) the sustainability of the projects, (d) participation in the planning and implementation of the projects, (e) women's involvement in the projects and their benefits, (f) the impact on the environment, (g) monitoring and evaluation procedures, (h) the role of the Catholic Church, (i) the role of expatriate technicians, and (j) cost-effectiveness. The findings from all three projects are summarised and compared in the main text of this report. Detailed discussions of these issues in relationship to the individual projects are to be found in the individual project reports (Annexes D,E,F.)

The Evaluation Process

1.21 The mission was carried out over the period 1-30 March, 1993. For each evaluation, a half-day planning meeting was held at the beginning, and a full-day End-of-Evaluation Workshop (EoEW) was held at the end. A further 20 days in total were given over to field visits, of which

ten were used for the livestock projects, and five each for the water and AIDS programmes. The areas visited were largely selected in advance by the local partners. However, the reasons for selection of these locations were established through interviews with project staff and others.

1.22 Each evaluation team member was given responsibility for specific evaluation objectives, as described above and detailed in the TORs. This included information gathering, presentation at the EoEWs, and writing up.

1.23 A review of the evaluation process, which is pertinent to the third overall objective of identifying appropriate methodologies for such evaluations, is provided in Annex E.

2 APPRAISAL AND DESIGN

PROJECT ORIGINS

2.1 None of the three projects were conceived *de novo* by the project holders. In each case they evolved out of existing development activities that were already taking place in the Diocese. In Kitui the WDP was, prior to 1986, a series of individual water projects, each which had been locally initiated. The AIDS project developed out of the Dioceses' existing commitment to providing health services in the district, and was a response to a change in the nature of the health problems that were coming to the attention of the mission hospitals. In Kajiado, economic support was seen as an extension of other, more education- focused means of empowering people in the face of changes to the culture and local economy, which were already under way. It is therefore not appropriate to apply expectations about discrete project design and appraisal "stages" that might be applied to bilateral development projects, which normally go through a much more formal process of development.

2.2 However, if projects evolved incrementally from existing commitments, it is arguably even more important to be clear about current objectives, especially their relationship to previous objectives. Without such clarity, identifying progress or maintaining adequate accountability to donors becomes very difficult. The three projects differed in this respect. In Kajiado the original objectives of the livestock projects appeared to have diminished in significance and detail compared to when they were proposed, in written documents, to CAFOD. This process was not documented or accounted for, but implicit in the ways Kajiado project staff described the success of the livestock projects and their importance relative to other development activities. However, in Kitui, the staff of the AIDS programme, even though it was a more recent development, were quite conscious of changes that were taking place and were attempting to re-document this through drafting a project framework document appropriate to the present.

The same also appeared to be the case, on a simpler scale, with the WDP, which had produced a new draft of its objectives in the months before the arrival of the evaluation team.

PROJECT OBJECTIVES

2.3 In two of the projects, livestock in Kajiado and water in Kitui, there was a surfeit of project objectives. The DEP livestock project had at least ten objectives (See Appendix A). The WDP had four main objectives, three of which were broken into six sub-objectives (See Appendix B). In Kajiado these appeared particularly excessive because, according to the project staff, the livestock programme had the lowest priority of all the activities of the DEP. In addition, the modest resources the DEP has had available to achieve these objectives have been seriously out of proportion to the broad scale of their ambition. In WDP some of the objectives concerned developments which were arguably out of the control of the programme, for example the two objectives specifying how people might use the 'spare' time gained as a result of having closer access to water.

2.4 In all three projects there were objectives which were specified in such a form that it would be difficult to identify when they had been achieved. For example, in Kajiado: "To promote the Maasai's self-reliance and self-responsibility and control over their own destiny." or in Kitui (water): "To build the community both spiritually and materially." While not denying the relevance of non-material objectives, there is some need for those proposing such objectives to say how they will identify their achievement. In the Kitui AIDS project the problem with the definition of objectives was almost the opposite in form. The main focus in the statement of objectives was on service outputs, specifically the services that would be provided. The objectives consisted of statements listing the provision of hospital care, counselling, home based care services, care of orphans, HIV testing and preventive education. The outcomes of those services, the effect on the lives of the people and their community, were not focused on.

2.5 Informal objectives, obtained through ranking and other exercises, suggested that both the staff and people in the communities had much simpler views of objectives than were expressed in project documents and formal meetings. For the Kajiado project staff it was simply the distribution of material assistance, the end use of which the beneficiaries themselves were responsible for, with an associated concern for equity between locations. In the EoEW representatives from the assisted communities gave clear priority to the most concrete objectives of improved breeds, and reduced cattle disease and mortality, giving all other objectives less status. In Kitui, WDP staff focused on the speed of completion of new water sources, and the total number established. Representatives from some of the individual communities that had already been assisted focused clearly on the reduction of time spent collecting water as the primary objective. In the AIDS programme the focus of staff, during the EoEW, was first on sustaining home based care, and second on sustaining neighbor and community support for PWAs.

2.6 The evaluation has raised the question of what function formal project objectives are

supposed to serve. In some cases such as Kajiado, and to a lesser extent Kitui (water), they seemed to represent a 'wish list', which ideally the specific project, and perhaps other activities as well, would contribute towards realising. The evaluation team also questioned the extent to which project objectives had been constructed simply in order to meet the apparent needs of the donor(s), and in so doing to ensure a sympathetic viewing of an application for funding assistance.

2.7 The existence of the project objectives in their current form also reflects on the donors, who, in funding the projects, seem to have found them acceptable. If they took these objectives seriously, that is, saw their clear expression and use as a means of aiding project development, then they could have assisted the project holders by providing more feedback about their own views as to what constitute realistic and useful objectives, without actually specifying their content. The use of qualitative objectives is one area where there is particular need for development of appropriate methods.

2.8 The above comments notwithstanding, there were examples of clearly- formulated output targets in each of the projects. The WDP clearly specified the numbers of different types of water sources to be constructed within the project life span. In Kajiado the objective of improving cattle mortality was expressed in terms of specified mortality rate reductions within a stated period of time. In Kitui the AIDs programme had recently set specific targets for their proposed programme of education activities, and had related these to their achievements in the previous year.

2.9 In each of the projects there were objectives which related to equity, though this was not always done in an explicit or documented manner. In Kajiado, ranking exercises of success of different locations in carrying out project activities showed a concern for geographical equity. Within the individual locations the concerns expressed by the DET about the membership of the Area Project Committees (APCs) also reflected in part a concern for equity at a more local level. In the AIDs programme the main equity objective, verbally reported, was that there should not be discrimination for or against PWAs when providing in-patient health care. In the WDP, the project proposals refer to a geographical equity objective, that "on average four water projects and 24 roof catchment tanks per parish (16)" would be established. This was an adaptation in the face of anticipated pressure from different parish councils, and others, for a "fair" allocation of development resources. A more needs-based targeting of water development might have required more intensive developments in some parishes than others.

3 IMPLEMENTATION

ACHIEVEMENTS

3.1 It should be pointed out that the three projects are in different stages of development. The Kajiado livestock improvement and restocking projects have formally finished. The Kitui WDP, in its present package, is scheduled to end in December 1993. The Kitui AIDs project is the most recently established, starting officially in July 1991, and is still in the process of development.

The Livestock Projects

3.2 In Kajiado evidence suggest that there have been positive achievements of the planned outputs of the project but these have been on a scale that is very modest in relation to both the size of the communities concerned and the needs and resources of the families actually assisted. Animals given for restocking have represented less than 1% of the animal population of the group ranches concerned, and mortality rates have been estimated at 35% since they were given, of which 24% died before calving.

The Water Programme

3.3 The establishment of rock catchments and sub-surface dams is well on target, with 66% and 110% completed, respectively, and the remainder likely to be finished by the end of 1993, the due date. The project staff have reported that the major constraint will be the increasing demands for maintenance work on older established projects. There is, however, a major bottleneck in the completion of wells, the most common water source being developed, with only 28% completed and 66% categorised as "under construction". This delay is not because of construction problems, but because the assisted communities have yet to open the bank accounts deemed necessary (for accumulating money for maintenance work) by the Diocese before a pump can be installed, and the project described as completed. In fact some of these wells are already in use (water being drawn by buckets) but not with the standards of sanitation that would be available through the use of hand pumps. It is not expected that this problem will be overcome by the end of 1993. The project staff have identified the problem as one of maintenance of community motivation, and the need to reach a balance within the WDP staff between starting projects (with well motivated communities) and completing projects (with communities whose motivation has flagged).

The AIDS Programme

3.4 One of the main objectives of providing hospital care for PWAs is to do so on a non-discriminating basis; all the available evidence suggests that this is being done at present.

3.5 The availability of pre- and post-test counselling appears to be better than is often the case in Europe. This capacity is, however, partially dependent on the fact that much larger numbers of people thought to be HIV+, many of whom may have AIDS, have not yet chosen to come to the hospital and be tested.

3.6 Home-based care services are at present provided to a very small proportion of those PWAs diagnosed as a result of their contact with the hospital. While lack of vehicles is one constraint limiting its extension to larger numbers, the major factor affecting visible demand is the willingness of those with AIDS to seek out the services of the hospital. The home care service that is provided is comprehensive, regularly available, and of apparently good quality. The service that is provided is closely supervised.

3.7 The hospital is already actively identifying and documenting all the children of patients who are potential AIDS orphans. Its capacity to provide care is at present largely limited to a very small proportion of those children. In those cases assistance is limited to immediate assistance with their education, and negotiation with extended family members about their future care. The major constraint on the extension of care to orphans is the size of the home care team, but more importantly, their ability to mobilise community support for families of PWAs.

3.8 There were no evident problems of access by different groups to HIV test facilities, and GoK policy on blood testing is clearly being followed. Problems recognised by the AIDS team were the unavoidable problem of not detecting HIV+ blood that was given during the window period when there were no visible antibody reactions, and the high costs of the use of 'quick tests'.

3.9 Preventive education on AIDS is at present reaching a very small proportion of the district's population and a very small proportion of the school age population, the main target group. The limited evidence that was collected suggested that knowledge of the causes of AIDS may in fact may be very widespread, and that the AIDS programme has probably contributed to that fact.

3.10 Preventive education on how to avoid contracting AIDS is recognised as much more problematic by the AIDS project staff, who are fully aware of the constraints imposed by the policy of the Catholic church on contraception. In the case of husbands and wives where one or both have AIDS, the AIDS team has identified a practical response that does not put people's lives at risk. The advice that the team can give to all other groups of people, however, is clearly impractical given the local mores regarding sexual behaviour in and outside of the bounds of marriage. In the absence of any evidence to the contrary it seems likely that the education programme is having minimal impact on people's sexual behaviour.

PARTICIPATION

The Water Programme

3.11 The emphasis placed on participation in each of the projects implementation strategies varied. The WDP requires a substantial level of participation by people at the village level before they are willing to help with the development of water sources. Participation is in the form of the establishment and operation of committees, the development of proposals, provision of unskilled labour and some building materials, as well as financial contributions in advance for anticipated repair costs. Management of members' contributions is in the hands of the members' own management committee. Those members who were contacted during site visits had a detailed knowledge of the functions of the management committees.

3.12 There is no provision for the representation of beneficiaries of the water supplies in other structures that determine the further development of water supplies in the district, such as the Parish Council Development Committees or the Diocesan Water Advisory Committee. However, it could be argued that there would be little incentive for water committees to participate in such a manner, once their own water sources were established.

3.13 Women were very actively involved in the water committees, playing a major role in committee deliberations and holding many of the leadership positions, including chairwoman and secretary. It was not clear to what extent this was directly encouraged by the project staff, because they were seen as the major direct beneficiaries of the water projects, or was simply an extension of the existing division of labour in the communities.

3.14 Although well represented at the level of water committees, there are no women employed by the WDP, nor does it appear that they exist in significant numbers as representatives on the Parish Councils, which are the intermediary structures between the village water committees and the WDP. Their lack of participation has clearly not prevented them from benefitting from the programme. It is possible, however, that more extensive participation and representation at higher decision-making levels would improve the effectiveness of the programme.

The Livestock Projects

3.15 Evidence from documentary sources, and contacts with DET staff and those representatives from APCs who attended the EoEW, indicated that both staff and committee members had, at least at one stage, had high aspirations for the performance of the APCs as organisations representative of the interests of ordinary Maasai people in the Group Ranch areas. The APCs have been described as major means of delegating responsibility to the people, an alternative voice of the people to that of the Group Ranch Committees, and as

informed and concerned groups that will closely monitor the progress of projects that are developed.

3.16 Evidence from field visits, from the DET staff and from APC representatives at the EoEW indicated that in many cases the APCs have not performed as expected. Meetings have been very infrequent, the focus of their activities has been on the distribution of DET inputs - few "grassroots" proposals have been channelled up to the DET, and in some cases the DET has not responded to requests that have been passed up to them. The performance of APCs has not been subject to any regular review, they have not been involved in any long-term planning process, and few APCs have ever put their members up for re-election.

3.17 Information on participation of women in APCs is confusing. In a recent project proposal to Development And Peace (Canada), the APCs were described as having even numbers of men and women. In the final report on the LIP produced for CAFOD in 1992, the tabulated data suggested that women made up 33% of the committee members. Yet on visits to the four most successful group ranch areas, very few female members of the APCs were either present or identified at all. Of those women members that were contacted by the evaluation team, none were office holders. It did not seem that the DET had attempted seriously to address this issue or even that they attached much importance to it. Closer monitoring by CAFOD might have proven beneficial, but it was not helped by the fact that project documentation was misleading on this issue.

The AIDS Programme

3.18 Public participation in the AIDS programme is very limited at present. Two medical advisory committees based at Mutomo and Muthale include priests, chiefs, representatives from other churches, area education officers and other leaders. The role of these committees is to facilitate relationships between the community and the hospitals, but not the AIDS programme in particular. During home care visits to PWAs some contact is made with local communities, but this seems limited to mobilising the assistance of extended family members. Other contacts with the community, certainly the most numerous, are through the public education activities of both AIDS teams. These include schools, youth groups, and barazzas. However, these seem to be largely public awareness raising events rather than liaison meetings during which local people join in the planning, implementation or evaluation of particular AIDS-related activities. The major barrier to greater public participation, both of community leaders, and of neighbours of PWAs, was reported to be the stigma that people associate with AIDS.

3.19 Women play a major role in the Diocese's provision of services to PWAs in Kitui district, both because of their relative numbers and the positions of authority they hold. Their levels of experience and access to further training are more than equal to those of the men that are employed in the hospitals and AIDS teams.

3.20 The differences in the forms of participation that have taken place in these three projects are partly a reflection of key differences in the nature of project benefits. In the water projects, the intended outcome, a well or dam, is one that should benefit most people in a local community and one which they should have some collective interest in maintaining. It is also one that the community does have the resources to contribute to, specifically labour, and some materials. The project staff have been able to make user committees the centre piece of their implementation strategy.

3.21 In the livestock projects, the benefits have been largely focused on specific households, rather than whole communities, and the contributions that were required (part-payment of the hand pumps) were only required from those households, and these only at the outset of the project. There was little incentive for communities to see any committees having other than a transitory function. The one activity that was of community-wide benefit, which arguably does require ongoing community support, is the veterinary drug store. This was not planned to be under the development of a community, but has been run directly by the DET staff.

3.22 In the AIDS programme the immediate benefits of curative care are focused on individual households and are seen by the rest of the community as having no relevance to their own lives. This is unfortunate, since the community does have resources which could contribute to the well-being of affected families. The challenge of the AIDs programme, especially its education activities, is to communicate to people that there are community-wide interests at stake, which should lead them to becoming more involved. One indicator of success might be the emergence in the future of voluntary committees of people at the community level dealing with AIDS issues.

MONITORING AND EVALUATION

3.23 As has been reported in Chapter 2 above, in all four projects there were problems of lack of clarity in project objectives. Perhaps as a result of this lack of clarity, monitoring systems set up to measure progress towards achieving project objectives were not wholly satisfactory. There were however, clear differences in the adequacy of these systems as between the programmes of the Kitui and Ngong diocese.

The AIDS Programme

3.24 In both the AIDS and the Water programmes in Kitui diocese, there was a clear awareness of the importance of monitoring and evaluation. Although there was little evidence of systematic monitoring of the AIDS programme, this could be explained by the relatively *ad hoc* way it had developed. The Medical Coordinator and the AIDS Team were in the process of drawing up a modified logical framework for the Programme, comprising statements of goals and objectives, on one side, and, on the other, indicators of achievement, target dates, means of verification and assumptions. The medical coordinator acknowledged that further refinement was needed.

For example, some of the "means of verification" were expressed in terms of activities, such as the numbers of school visits and frequency of home care visits to be undertaken, rather than in terms of the use of such visits as sources of data. Nevertheless, it indicated an awareness of the need for monitoring of the project and a determination to undertake this.

The Water Programme

3.25 In the WDP, monitoring of the construction phases of the various projects was fully satisfactory. Although the fundis were given some latitude to make decisions on the approach used during construction, the area coordinators and, to a lesser extent the water technicians, visited the construction sites regularly to check that quality was being maintained.

3.26 The water team, in practice, appeared to have taken the view that, once complete, projects were handed over to the communities and became their responsibility. Further formal monitoring was not undertaken, although informal contacts with communities were a source of some information on completed projects. Taking the individual projects in isolation, this was arguably a not unreasonable view. Each project was, however, part of an ongoing **programme** of projects. Without some systematic form of monitoring the possibility of improving the **impact** of the new water sources was being lost. A key programme objective was the reduction in time spent collecting water, the achievement of which can only be identified by follow up visits after construction is completed. Other objectives concerned the follow-on impact of that improved access, for example "promoting other economic activities". If these were to be treated as serious objectives (and the water team admitted that they had not as yet taken specific measures in their projects to bring such results about), then without some means of monitoring, the team had no means of assessing whether they were being achieved. Even the more systematic collation and use of information garnered informally about completed projects might have helped to ameliorate this problem.

The Livestock Projects

3.27 In the livestock projects on the other hand, monitoring was practically nonexistent, at least in any formal sense. In marked contrast to the attitude of the Kitui Development Office, the DET did not seem unduly concerned at the lack of such monitoring. This could in part have been due to the fact that they were clearly kept very busy with other elements of the DEP, with a social justice focus, which they saw as having higher priority. Although there was no formal system of monitoring, there was some evidence of informal feedback to the project team in the three group ranches areas in which the restocking project had taken place. This seemed to be associated with the fact that the two animators covering the area also lived in those communities, were themselves Maasai; thus they were part of the community network. However this approach was clearly not working in the other locations where hand pump and other assistance had been provided, particularly the Magadi and Imbirikani group ranches.

3.28 The Area and Central Project Committees (APCs and CPCs), which included beneficiaries, set up with the express purpose of helping to implement the projects, were not used in a monitoring role even in those group ranches where the DEP was well established. Indeed, the DET admitted that the main channel of feedback was from the community to DET members, not via the APCs. At the workshop held to discuss the findings of the evaluators with APC members from several group ranches, the APC participants themselves felt that greater emphasis should be placed on record keeping and on having a two-way information flow with the DET. It may be, however, that the potential for using APCs in this way is limited by the fact that in other activities of the DEP, notably the pursuance of social justice issues, the DET deliberately by-passes APCs to contact individuals, since APCs are seen to contain some of the wealthier or establishment Maasai (such as chiefs), who are opposed to that work, which is targeted only at the disadvantaged.

3.29 The absence of any recorded data on the fate of the project inputs meant that it was not readily possible for the DET to assess the impact of project inputs. For example, the absence of any data on cattle mortality meant that the DET could not be certain whether the provision of only one or two heifers per family, rather than the four envisaged in the LRP project proposal, was indeed sufficient to establish the nucleus of a new herd, and similarly, whether the objective under the LIP of reducing cattle mortality due to ECF from 30% to 10% was being achieved. An analysis of project documentation, however, suggested that the collection of such data was intended from the outset (see Appendix A).

3.30 It is self evident that there is a cost to any monitoring system and a danger that the imposition of overly sophisticated systems could overload an arguably already overstretched DET. Nevertheless, it is the opinion of the evaluators that acquiring and recording basic data of the type outlined above, as originally envisaged, could have been done for relatively little additional effort, taking advantage of visits already being made by project animators/managers by recording information already being gathered. As the result of a role play on monitoring held with the DET, it was also noted that there appeared to be a possibility for a very endogenous form of monitoring to be developed that would be consistent with Maasai culture, through the agreement with the beneficiary of a 'contract', which would allow subsequent monitoring with the assistance of the local community. Although this was expressed as a concern by the DET, it is not the case that any steps taken to improve monitoring will necessarily be culturally alien and offensive.

3.31 A further cause for concern that emerged from the evaluation of the livestock projects related to the accuracy of reports sent back to CAFOD by the DET, particularly with respect to the restocking project. The first quarterly project report, and the interim report on the LRP, dated 19 March 1991, around the time when the project was due to finish, noted that beneficiary families had received four heifers each, but this evaluation established that no families received that many heifers. When questioned about this, the DET said that they had felt at the time that it was better to tell donors what they were expecting to see. This was not, however, an isolated case. It was noted with some concern, that a 1992 project proposal to the Canadian NGO

Development and Peace contained the assertion that APCs were composed 50% of women, which was clearly not the case.

3.32 It should be stated that during the latter part of the project the programme coordinator had discussed with CAFOD the change in distribution of heifers from that originally intended. A final report, dated 19 February 1992, and apparently sent to but never received by CAFOD, was made available to the evaluators, and this reflects the changed distribution. Nevertheless, the interim report formed the basis for the report sent by CAFOD's Co-financing Unit to ODA in 1991, which perpetuated these and other inaccuracies, suggesting in turn that communication between the Projects Unit and the Co-financing Unit within CAFOD was not as clear as it might have been.

3.33 CAFOD's response to the above has been as follows:

"In both the LRP and LIP programmes it is clear that CAFOD has relied more on verbal communication which the DET felt easier to give during visits. The DET preference for verbal communication versus written reports explains the sometimes discrepancies between written data and reality, but cannot be considered a negative factor per se. The same is true for monitoring. CAFOD, in particular, felt that the oral monitoring adopted by DET - which is better suited to the beneficiary's cultural tradition - could replace more elaborate written types of monitoring exercises."

3.34 As this evaluation has shown, there are potentially problems in relying overmuch on a verbal reporting system, particularly as CAFOD does not have an office in-country. Moreover, adoption of oral monitoring systems does not relieve project implementors of the need to record the results of such monitoring, to relate monitoring to project objectives and to have in place a system for acting on the information gathered.

3.35 It is only fair to note that no attempt by the DET to mislead or to withhold documentation from the evaluators was evident, and full cooperation was provided throughout the evaluation exercise.

COSTS

Cost Effectiveness

3.36 There was a keen awareness among all the project holders of the need to ensure that projects were implemented cost-effectively. This was reflected, for example, in the move early in the life of the LRP from the provision of cattle purchased outside the group ranches to those obtained within them. Similarly, in the LIP the DET were able to identify cheaper handspray pumps. The savings from these more than offset greater implementation costs, probably due to increasing geographical coverage of the project. In the WDP this was exemplified by the use of

a standard well design, and in the AIDS project by restricting hospitalisation to acutely ill PWAs.

3.37 Unfortunately, with the exception of the WDP, insufficient data on costs was available to enable an estimate of the cost per beneficiary of delivered project inputs to be determined. In the WDP, the cost of providing a family group with water was estimated as ,18 excluding and ,21 including community costs, estimated by the Water team at the outset of the current Programme from an assessment of previous projects. This figure needs to be compared with that of similar projects in other parts of Kenya.

3.38 Although expenditure data was available for the livestock and AIDS projects, this was not dis-aggregated or collated in such a way as to be readily applied to different interventions. In the case of the LRP it was also misleading, as the final report for the project stated that only heifers were distributed, whereas the evaluation team found that bulls as well as heifers were provided. On the basis of this knowledge it was possible to state that the cost per animal was probably not too far from the market price, but it was not possible to determine the actual cost. The lack of any data on the fate of the animals meant that not even a tentative estimate of the economic return on this investment could be made, and rendered difficult even a qualitative assessment of the benefits of the project.

3.39 Similarly, lack of data prevented a quantitative assessment of the benefits flowing from the distribution of handpumps under the LIP. The fact that virtually all recipients of the pumps were able to make the not inconsiderable contribution of KSh 1000 suggests that they saw clear benefits.

3.40 One feature of the cost-sharing aspect of the project was that much of the money collected was used to extend the ability of the DEP to operate elsewhere. In effect, the grant from CAFOD (and so ODA) was used to subsidise activities not covered by the project proposal. This was possible presumably because currency fluctuations meant that the value of the CAFOD grant in KSh was greater than when the project budget was first drawn up.

3.41 It was possible to be clearer about the viability of the drug store for which CAFOD had provided funding under the LIP. It was estimated, based on an analysis of two weeks of sales, that the drug store was making a profit of about KSh 39,000 (,709) *per annum*. Information gained from interviews with members of Torosei group ranch suggested that the establishment of the drug store had resulted in a saving per family in the group ranch equivalent to KSh 3,000-4,800 pa, due to time saved in travelling to purchase acaricide. It would appear to be a financially viable as well as an economically sound investment. Clearly, however, its continued viability is vulnerable to changes in the costs of drugs (all imported) and their affordability to local farmers, uncertain in the current economic climate, as well as to the continued willingness of local partners in the store to see no direct return on their investment.

Financial Control

3.42 It should be noted that the financial records for the drug store were in a very poor state of organisation, and that the procedures for recording sales and dealing with cash were highly vulnerable to potential abuse. There was no evidence that this is currently a problem. Nevertheless, some assistance in book-keeping and stock management would be of considerable benefit to the DET in managing the drug store.

3.43 No audit had been carried out, of the drug store or indeed of DET activities in general; in contrast, Kitui DDO has a policy of inviting annual external audits already in place. The Kitui DDO has a computerised financial records system and well-designed systems apparently in place to ensure accountability of funds at all levels within projects. Financial management by the Ngong DDO was not as sophisticated. Discussions with the Diocesan Financial Controller suggested that financial management systems were looser than in Kitui, although no evidence was found to suggest that they were inadequate. Now that the DET had come under the direct authority of the Diocesan DDO, having been responsible previously to the Parish Priest at Loitokitok, they were considering what measures might be necessary to improve their management systems in general. The introduction of external audits was being considered.

Cost Implications for the AIDS Programme

3.44 Neither of the mission hospitals in Kitui is able to cover its costs from admission fees. In Mutomo in 1992 fees accounted for about 62% of expenditure, and in Muthale in 1991 (the hospital's report for 1992 was not yet available) the figure was 74%. In the case of AIDS patients the situation may be worse. For example, whereas Hospital Administrators put the daily cost of a PWA in-patient at KSh 130-140 per day, in Mutomo Hospital in 1992 the average income per patient per day was KSh 48. Moreover, PWAs are likely to make repeated visits to hospital and become progressively less able to pay as their incomes drop from loss of earnings. As the number of PWAs is set to rise, the need for external donor support is likely to increase also. In this situation, the three-year limit placed on JFS support for any one project is quite inappropriate.

3.45 Although work elsewhere has shown that the costs of treating PWAs may not be greater than for HIV- patients, this does not hold where they also have tuberculosis (TB). Association of AIDS with TB will lengthen the time spent in hospital, due to the necessarily long stay required for TB patients. In Kitui TB is a significant problem. In Mutomo Hospital in 1992, 18% of the clinical cases identified as HIV+ were found to have TB.

3.46 Outpatients are asked to come to the hospital on a weekly basis, but for those too far away or too sick to manage this, a home care service is operated. It was not possible to derive a figure for the unit costs involved, because the interventions differ between the two hospitals, the services are in the process of expansion and diversification, and data has not been collated

such as to allow the costs of the different AIDS programme components to be spelt out.

3.47 Identifying costs in relationships to the benefits for the AIDS education component of the programme is very difficult, because measuring impact of education in terms of behavioral change itself is difficult. At present the AIDS programme does not even have indicative information on changes that may be associated with their education activities. Nevertheless, a knowledge of the financial costs of this project component would help the team to determine the opportunity cost of this activity relative to investment in other AIDS programme activities.

3.48 As the number of PWAs increases the demands on the resources available to the AIDS programme will increase and the AIDS team will need to make difficult choices that will maximise the impact of those resources they do have. At present they do not have, and are not collecting, the information to assess the true costs of their programme components, which would aid them in making those choices.

THE LINK WITH THE CATHOLIC CHURCH

3.49 There was no evidence to suggest that there was any bias towards Catholics within the projects evaluated. Indeed, the proportion of beneficiaries who were Catholic was very low, and many project staff were not Catholic.

3.50 It is true, however, that the link with the Catholic Church has had an impact, although not necessarily one that can be attributed to denominational or religious factors. The broad geographical spread of projects within the WDP across Kitui District stems from the micro-politics of the Diocese, which would not allow the programme to concentrate on one or two parishes only. Similarly, Ngong DDO are keen to see an expansion of the geographical coverage of the DEP. Such pressures have cost implications and are a strain on capacity, although, on the positive side, more people are reached and it can help strengthen cooperation with church structures at parish and community levels, and promote goodwill from government structures. Such pressures could arise from links with any larger organisation, including NGOs.

3.51 The link with the Catholic Church also provides a measure of protection for activities which might be seen as politically sensitive. A strength of this link, according to participants in the Kajjado EoEW, was that the Church was seen as being independent of local power groups.

3.52 One area where religious belief has had an impact on the programme is contraception, which inevitably has had implications for the scope of the education component of the AIDS Programme. In view of the majority of the evaluation team, the emphasis place on sexual abstinence, and the opposition to the use of condoms severely limit the likely effectiveness of the programme's education component, aimed at combatting the spread of AIDS within the local population. Catholic teaching is further emphasised through the activities of the Family Life Coordinator (who reports to the Medical Coordinator) and his staff. The evaluation team's

concern was not in general shared by project staff, who felt that such moral teaching was suited to the structured groups so far targeted by the programme (eg: church and community groups, students and teachers), although less effective with other groups such as bar maids, prostitutes and men working away from home. The vast majority of project staff did believe, however, that they should inform people about the different ways - and their pros and cons - of avoiding contracting HIV, including the use of condoms.

COOPERATION WITH OTHER ORGANISATIONS

3.53 Relations with other donors, including the GoK, were generally held to be good, although there was evidence of tensions related to the national elections that had recently taken place. These did not appear to affect the projects on a practical level.

3.54 In Kitui District, the District Medical Officer spoke highly of the AIDS Programme and stressed the good relations existing between the programme and local health authorities. For example, the DDO has seconded an AIDS counsellor to Kitui District Hospital. GoK officials were also pleased with the activities of the Water team, and felt that the WDP's concentration on rural areas complemented their own focus on urban centres. The scale of the district's needs was felt to be such that duplication was in any case very unlikely. Moreover, the WDP was careful always to send details of projects to the Divisional Development Committees and DDCs in order to avoid this.

3.55 The DET, too, felt that cooperation with Government bodies was good. GoK officials played a part in the training sessions accompanying distribution of handpumps, and organisations such as ASAL and the Maasai Rural Development Centre of the Anglican Church played an active part in providing training to project beneficiaries. In contrast, the ASAL office in Kajiado felt that the DET operated in isolation, with little significant efforts being made to integrate its work with other donors, although they were unable to substantiate these claims. Whilst non-attendance at DDC meetings was cited, they admitted that many other NGOs also did not attend these meetings, which tended to be dominated by reports from government departmental heads.

4 IMPACT

QUALITY OF LIFE CHANGES

The Water Programme

4.1 As stated in Chapter 2, it was clear that time saving was a very important objective for the users of the water supply systems. Although there was substantial anecdotal evidence that this objective had been achieved at most sites, there had been little systematic work done by the WDP so far to document the extent to which this objective had been achieved. Reasons that were given were: "the short history of the programme and the focus on reaching as many people as possible" (CAFOD, 16.8.1993, p2). Given, however, that the present programme was started in 1990, and that the Diocese has been involved in water projects since the early 1980's, this attitude could be questioned.

4.2 Women beneficiaries were able to report an improvement in water quality as a result of the projects, evidenced, for example, by better tasting water for cooking and drinking, and cleaner clothes after washing. No objective testing of water quality was carried out by the water team, however. Such testing would enable the water team to assess whether contamination by users of the new water facilities is being avoided.

4.3 The impact of the new water sources on the quality of life of women who were contacted by the evaluation team was visible in five broad areas: (a) reduced tiredness and more energy, (b) more time for other important activities, particularly working on the shamba, but also domestic activities such as cleaning, washing and cooking, (c) availability of greater volumes of water, (d) improved water quality for human and horticultural use, (e) pride of achievement and appreciation of mutual support and assistance. Men's views of the impact on women focused on the fact that women could put more time into other income generating activities, such as looking after animals, and development of community resources such as schools.

4.4 Water quality tests carried out on water sources before and after construction would give an indication of the scale of improvements in water quality, and thus potential impact on health, but as yet there has not been a policy of systematic testing. Interviews with women indicated that they were quite aware of health benefits associated with the new water source. It was frequently emphasised that the cleaner water resulted in cleaner clothes and better-tasting water both for cooking and drinking. There was no lack of knowledge about the importance of handwashing and keeping clean. Women reported that a great benefit to them was being able to wash their children daily before going to school, to wash their hands after defecation and before preparing food, and to wash their bodies.

The Livestock Projects

4.5 There was no doubt that all those who had received assistance from the DET clearly valued that assistance. Changes which were reported included: (a) increased security of livestock assets, from improved animal health, (b) increased milk production through elimination of tick infestations, and improved children's nutrition as a result, (c) increased status for men, as a

result of regaining ownership of livestock, (d) reduced dependence on others, for use of hand pumps, and for food itself for those who were without animals of their own, (e) increased value of livestock, as a result of ownership of improved breeds. The positive changes that have been associated with DEP assistance are, however, not uniquely attributable to the project; they are also a result of many individual initiatives, and to some extent the actions of other institutions, government and non-government. These include increased trading of animals, more active culling of herds, purchase of improved breeds, and purchase of hand pumps from commercial outlets.

4.6 The impact on the poorest families has been very modest because a decision was made by the APCs to spread a small number of cows across a large number of families (15% of three of the group ranch families) rather than focus them on the poorest households, and even then there was evidence that the poorest households received less than their share. Given that less than one-sixth of the gifted animals were crossbreeds the scale of improvement of local breeds achieved, another project objective, was extremely modest.

4.7 Information on the use of the hand pumps also suggests an overall positive impact, but one that is very limited in scale. The uniformly positive reports of the users of these hand pumps and their continued purchase and the use of high cost acaricides suggest that some tangible benefits are being experienced. The impact of those hand pumps on individual herds has, however, been limited by incorrect mixing of the chemicals, caused at least in part by inadequate instruction on their use by the DEP. The opening of a DEP drug store in Elangata-Wuas has increased access to veterinary drugs in the three nearby group ranches, but the larger-scale private purchase of improved breeds has increased the vulnerability of the livestock population to tick-borne diseases.

4.8 In terms of larger-scale changes to quality of life, the evaluation team felt that the DET was committed to trying to stop a process of land sub-division that is almost irreversible, because of what many Maasai people see as being in their interests, combined with the close relationship the Maasai leaders have with the present GoK. In some group ranches where sub-division is well under-way, the DET seems to have recognised this and has focused on the more immediate goals of ensuring that there is greater equity in the subdivision process.

The AIDS Programme

4.9 Quality of life changes were only examined in relation to those PWAs currently visited by the home care team. Amongst those visited the most highly-valued assistance provided by the home care team was that which enabled their children to continue to go to school. This emphasis on the future of their children was shared by the senior AIDS programme staff and was embodied in the formal goals of the programme. Staff in regular contact with PWAs however, placed a greater value on delivering short-term assistance (e.g food, medical supplies, emotional support). Despite the substantial amount and range of material assistance that the AIDS programme has provided, there was no visible evidence of PWAs developing a

dependency on that assistance. When asked about their hopes for the future almost all PWAs referred to changes which would enable them to regain or extend their economic self-sufficiency. These included ability to pay for labour that could cultivate their land or help harvest crops grown on that land, and the initiation or expansion of other means of generating an income for themselves and their families.

IMPACT ON WOMEN

4.10 Women clearly benefitted from all the projects evaluated. However, there were substantial differences between projects in the degree of benefit.

The Water Programme

4.11 According to the Development Office, the focus of the WDP is quite explicitly on the needs of women: "From the inception of the project in the Diocese, the Diocese Development Office has consistently stressed that an important objective is to give women in particular more time for activities other than collecting water." Achievements in terms of construction of new water sources have been substantial and relatively on target (See Chapter 3). Achievements in terms of qualitative changes in women's lives (noted above) have been extensive, although not systematically monitored or quantified by the water team.

4.12 Some reservations should be noted, however. It is quite possible that women's work roles, relative to those of men, may have been affected. It appeared that in almost all sites visited the extra time saved by women was used to do other work, and not for rest or recreation. During the evaluation there was no evidence that women had taken on new tasks that they were not previously responsible for, nor was it possible to assess where men and women shared responsibility for the same tasks, whether women were taking on a higher proportion of that responsibility.

The AIDS Programme

4.13 Two groups of women were beneficiaries of the AIDS programme: women who had AIDS and received medical care and counselling, and women who were providing care and support to PWAs, and who were assisted in this task by the home care teams. Regarding the latter group, the little evidence the evaluation team was able to collect suggests that women members of families are bearing a major burden. In four of the seven households visited, women had the sole burden of care, and in two others they were helped by other family members. Women also face a major risk of infection from their husbands, as men are the major carriers of HIV into the local community from outside. The AIDS team seemed to be quite aware of the burden of care that women were carrying, but seemed to be accepting the existing definitions of responsibility, perhaps at this stage simply for pragmatic reasons, in order to be immediately effective. It may be that, with the enrolment of neighbor and community in the care of PWAs, there will be an

opportunity for community development interventions that focus more on the role of men as carers

The Livestock Projects

4.14 In the livestock projects women's participation as beneficiaries was generally as members of households whose male head had received animals or who had bought subsidised hand spray pumps. A number of widows were reported to have been given animals through the LRP but it was not possible to establish what proportion of widows they represented overall. In one group ranch one quarter of the beneficiaries were reported to be widowed women.

4.15 The activities where women were most actively participating as decision- makers and beneficiaries were the women's cooperatives. Some of these, such as that at Elangata-Waus, had been assisted by the DEP, but this was a separate activity from the livestock projects funded by CAFOD. In these instances women obtained ownership rights of animals, and other property, on a contractual basis that was much clearer than that of simply being women in households given animals as part of the LRP. Contact with this group indicated that they valued that independence highly, and were quite confident in their capacities. Such cooperatives clearly present an avenue through which the needs of women in the Kajiado group ranch areas could be addressed, one arguably under-utilised by the DET.

4.16 In practice it seems that the DET were content with the impact the livestock projects were having on women. The priority given by the DET to addressing the needs of women was clearly lower in these projects than that accorded to women by the Kitui DDO, and this is reflected in the relative levels of involvement of women in project implementation (see Chapter 3.2). It should be noted, however, that women were beneficiaries of other elements of the DEP. For example, the DET was fighting in the courts for widows in one group ranch to be registered, necessary if they were to be eligible to be given tenure when the intended land subdivision took place. They were also beneficiaries of development education training. In addition, women were strongly represented in the training workshops held under the LIP.

4.17 The DET Coordinator admitted in the EoEW that more attention needed to be given to the needs of women within the DEP, although he pointed out that there were cultural constraints which needed to be taken into account and that education was a gradual process. One potential problem for the DET in attempting to determine how it should proceed may be that it also sees itself as working to defend Maasai culture from the effects of outside influences. Many of the constraints on women appear to be embedded in that culture.

ENVIRONMENTAL IMPACT

The Kitui Projects

4.18 It was too early to assess the likely impact of the AIDS project on the environment, defined in the widest sense (e.g. on changes resulting from altered population structures). It would in any case be dependent on the scale of the disease and the capacity of the programme to tackle the problems posed.

4.19 The impact of the water development projects on the environment in terms of reserves of sub-surface water is likely to be very small, since the increased water use that has taken place has been for household purposes rather than irrigation. The concentration of water collection at specific points, rather than along water courses, could facilitate cross-infection, but this possibility needs to be balanced against the risks avoided from usage of open water sources, used and contaminated in some cases by animals as well as people. One area of potential concern which has been noted is the potential of rock catchment water sources as breeding grounds for malaria carrying mosquitos.

The Livestock Projects

4.20 The livestock projects need to be seen in the context of the changes occurring in the lifestyle of the Maasai. Kajiado District is a semi-arid region prone to cycles of drought and plenty. Superimposed on this are increases in numbers of people and animals and profound changes in land ownership accompanying the process of subdivision of group ranches and the promotion of individual land tenure. The expansion of urban areas, spread of consumer products, and moves by some people in high-potential lands towards cultivation are among the added pressures on the Maasai lifestyle, and will also have profound environmental consequences over the coming years.

4.21 The 208 animals distributed under the LRP will have had a negligible impact on the rangeland, given that the livestock population in the affected group ranches is around 47,000 (Kajiado Livestock Census 1988) in a land area of 131,672 hectares, particularly as only 33 animals came from outside the area. Increased marketing of animals and improvement of the quality of herds, encouraged by the DEP, may improve the efficiency of land use, but is unlikely to reduce the burden on the land itself.

4.22 Of more immediate environmental concern is the impact on the environment and human health of the increased use of acaricides with spray pumps. Most of the acaricides are organophosphorus compounds and are extremely toxic. The LIP had endeavoured to make people aware of this in the course of one-day seminars held when the spray pumps were distributed. The seminars stressed the dangers of the chemicals and encouraged people to handle them with care and especially to keep them away from children. They were encouraged to construct separate spraying enclosures well away from water sources, and take precautions to ensure they did not spray themselves by spraying "downwind". According to a report on the seminars, APCs were empowered to take pumps away from anyone who did not spray in such an enclosure, although no evidence was found of this having happened.

4.23 Although most people described taking great care with the chemicals, and the one person observed spraying did so downwind, many of the people spoken to sprayed their animals in their own boma, with the consequent risk of a build-up of toxic chemicals, and there were many stories of accidental and deliberate poisoning of animals and people. There were variations in the types and concentrations of drugs used and evidence that people did not realise that different acaricides might need to be made up differently. The District Veterinary Officer, who was involved in the training days, felt that they were too short and needed more time and resources. There was clearly a need for more training on the use of these chemicals in the project - both to ensure they were used efficiently and effectively, and to improve the safety aspects.

SUSTAINABILITY

The Livestock Projects

4.24 The DET sees the veterinary drug store as the key to the sustainability of the livestock project activities as a whole, but at present because of the lack of appropriate management skills it is not clear if the drug store can sustain itself let alone finance any other livestock-related initiatives. The DET now views the restocking and hand pump activities as largely self-sustaining, through the continuation of traditional practices of giving livestock and private purchases of hand pumps, respectively. In a sustainability ranking exercise the function of the restocking and hand spray pumps was described as providing temporary assistance to immediate needs (the impact of a drought and the upsurge in East Coast fever) and thus was not an intervention that itself was expected to be sustained in any significant manner. This is consistent with the fact that there were no evident arrangements to sustain the continued supply of either handpumps or animals for restocking.

4.25 The sustainability of APCs and CPCs which have been established in association with the livestock project activities is in effect a non-issue. Indeed, CPCs seem to have been abandoned as useful structures. The APCs seem to be used on an ad hoc basis and there is little to sustain them except the willingness of committee members to participate in very occasional meetings.

The AIDS Programme

4.26 Sustainability of present services in the face of expanding needs was a major concern of the AIDS programme. In terms of the evaluation objectives, the AIDS team ranked sustainability as second most important, after achievement of present objectives. More specifically, they expressed special concern in the EoEW about the sustainability of the home-based care service and the present levels of community based support for families of PWAs.

4.27 Although in the EoEW the AIDS team were able to identify a number of measures which would enable the home care service to be expanded to a wider number of PWAs, an

extrapolation of present growth rates in AIDS would suggest that the expansion of the present set of services will require many vehicles and teams, and be logistically overwhelming. It seems much more likely that frequency of visits will have to be reduced and the goals of service reduced to delaying or avoiding re-admission to hospital. On the other hand, if the welfare of children of PWAs is taken as a serious priority by the AIDS programme, the home care team will have to spend more rather than less time with individual families and their surrounding community.

4.28 Community support is already critical for the survival of many families of PWAs, and the AIDS team is aware of this. The capacity of the home care teams to mobilise community support is, however, very limited, and would appear to be concentrated at present on liaison with members of the extended family. If community support is to be mobilised on any significant scale other staff resources (possibly PHC staff) will need to be concentrated on the task, and their work will need to be complemented by a public education campaign aimed at de-stigmatising the disease, not simply informing people of how the disease is transmitted.

4.29 At present expatriates fill most senior posts connected with the AIDS Programme, including those of Medical Coordinator and AIDS Coordinator, and including doctors and matrons. The Medical and AIDS Coordinators were appointed apparently because no Kenyans were readily identifiable. They are expected to identify Kenyan counterparts to take over from them when their two-year contracts come to an end, and some progress has already been made in this direction. Many of the other expatriates are religious sisters and their Orders are likely to withdraw from the Diocese within the next three years. If the Orders which are due to take over from the expatriates are unable to provide a doctor from among their members - and this is not known at this stage - budgetary provision will have to be made for the recruitment of a medically qualified lay person to fill this post. The same consideration may also apply to other senior positions requiring technical qualifications. In any event, these changes will need to be phased carefully to avoid too much disruption of the work of the hospitals.

The Water Programme

4.30 Beneficiaries, WDP staff and the evaluation team water engineer had significantly different perspectives on the issues of sustainability. The team consultant engineer's evaluation had stressed the importance of repair and maintenance; however, the limited sample of views taken from water users and Area Coordinators suggests that these are not the major sources of concern. The overall availability of water and the risks of the water supply running dry are given far more importance by both groups. In contrast to the WDP staff and the water engineer the water users were much more concerned with the possibility of people in their community causing problems relating to damage, theft and misuse of water, rather than the physical infrastructure. Their pre-occupations suggest that any future monitoring of established water supplies by the WDP staff should focus not simply on the physical water supply structures but primarily on the workings of the water supply system as seen and judged by users themselves, both committee members and others.

4.31 The WDP is already well on the way to phasing out the use of expatriate technicians. One of the two Kenyan replacement staff has been recruited and arrangements for further technical training for the Area Coordinators have been established. The water team and Diocesan Development Office were adamant that there was little need for further expatriate technical assistance, even on a periodic visiting basis.

4.32 The staff of the Kitui programmes have shown a stronger concern for sustainability issues than those of the livestock programme in Kajiado. Within Kitui the WDP has made more progress towards sustainability than the AIDS programme because the need is relatively static, the services involve a high degree of community participation, and there is a much stronger sense of community awareness of the need to maintain those services. The AIDS programme is relatively new, it faces expanding rather than static needs, and it is only in the earliest stages of seeking community involvement in dealing with the problems created by AIDS.

CONCLUSION

4.33 In summary, the Kitui WDP has achieved the most visible progress, against a background of need which is large, relatively static, and relatively well known. The Kajiado livestock project has had very modest achievements, also in the face of large and relatively static needs. Not surprisingly, given the short life of the AIDS programme, its achievements, beyond those of service delivery, have been much less clear, and have taken place within a context in which needs are expanding dramatically. There has been an expansion in services delivered (home care, HIV testing, in-patient care) but it is unlikely that HIV testing and home care services have expanded at the same rate as needs in the community.

Annex A

TERMS OF REFERENCE FOR JOINT CAFOD/ODA EVALUATION OF PROJECTS IN KENYA.

Projects to be evaluated

1. Kenya 375 - NGONG (Loodokilani) Livestock Restocking Programme
2. Kenya 399 - NGONG (Kajiado District) Livestock Improvement Programme

3. Kenya 391 - KITUI Diocesan AIDS Programme

4. Kenya 318 - KITUI Water Development Programme

I. THE OVERALL PURPOSE OF THIS EVALUATION IS TO -

1. Assess, in terms of their objectives, the impact and success of these four projects funded jointly by CAFOD and the ODA.
2. Enable the project holders to learn from the project experience and draw appropriate conclusions to assist them in the future planning and implementation of these and other projects.
3. Suggest to CAFOD and the ODA appropriate methodologies for evaluation of relatively small-scale projects funded through southern partner NGOs.

II. OBJECTIVES OF THE EVALUATION -

1. To find to what extent the general and specific objectives of the projects are being realised. To assess, given the present context and the projects' performance so far, whether their objectives are likely to be realised and whether the project has been an effective means of achieving these objectives.
2. To establish whether the quality of life of the target group of beneficiaries is improving and what factors are contributing to this.
3. To assess to what degree the projects are sustainable: that is, to what degree project participants have remained/will remain active in project-related activities once external project-funding has ceased.
4. To establish whether the population participated in the planning and implementation of the projects.
5. To measure the participation of women in project activities and the impact of these activities on the wider participation of women in the community. To establish whether the projects have added to women's burdens or helped to lighten them.
6. To assess the impact of the projects on the environment.

7. To establish whether the programmes have their own monitoring and evaluation procedures; whether they are adequate; whether they involve the beneficiaries; and whether they are built in to project planning from the beginning.
8. The development teams in Kitui and Ngong dioceses form part of the structure of the local Catholic Church. To establish what effect, if any, this has on the programmes and their ability to engage the local population.
9. To assess involvement of expatriate technicians and whether local technical capacity been strengthened by these projects.
10. To assess whether the project was a cost-effective means of achieving the project's objectives.

III. NGONG DIOCESE: LOODOKILANI LIVESTOCK RESTOCKING PROGRAMME

Objectives

1. To re-establish the families in a pastoral lifestyle and give them a chance to control their own destiny.
2. To promote self-reliance and self-responsibility for community development among beneficiaries of the Livestock Restocking Project.
3. To assist the poorest families in the project area (i.e. those without sufficient livestock) to become self-sufficient and to reintegrate into Maasai society.
4. To assist others outside the initial target group through transfer of calves or other resources/income derived from the project.

Questions

1. Is the continuing encouragement of pastoralism a viable option for the Maasai?
2. What is the effect of changing land tenure patterns and laws on the pastoralists in this part of Kenya?
3. What has been the effect of the drought on the project beneficiaries and their communities?
4. Have there been any environmental consequences of the project?

5. What has been the effect on women in the project and the wider community?

KENYA 399 - NGONG DIOCESE: KAJIADO DISTRICT LIVESTOCK IMPROVEMENT

PROGRAMME

Objectives

1. To combat the spread of tick-borne diseases among livestock of pastoralist peoples through portable, hand-held spraying machines. Project target: to reduce cattle mortality rates from 30 per cent to 10 per cent in two years.
2. To work towards the creation of a new pastoralists' organisation, possibly a cooperative, 'with fixed by-laws and membership'.

Questions

1. Has the project reduced mortality in cattle? If so, by how much?
2. Have there been any harmful consequences for the local environment?
3. Have there been any consequences for human health?
4. How have women participated in/benefited from the project?

KENYA 318 - KITUI: WATER DEVELOPMENT PROGRAMME

Objectives

1. To improve living standards through meeting basic needs for access to a consistent, clean water supply.
2. To create more time for other activities by freeing women, in particular, from water gathering.
3. To train and assist groups in involvement in decision-making and in working together cooperatively to tackle basic needs.

Questions

1. Is the project achieving its stated objectives, especially in regard to health and to the activities of women?

2. What has been the effect of the drought on completed water projects and on the group?
3. Is there evidence that groups formed initially to respond to water needs have been able to respond to other needs?
4. How much time has been saved for women by reducing the time devoted to water gathering? What do women use the 'freed' time for?

KENYA 391 - KITUI: DIOCESAN AIDS PROGRAMME

Objectives

1. To care for people with AIDS and their families through
 - the provision of hospital care
 - counselling
 - home-based care services
 - the identification and care of orphans
 - the provision of HIV testing facilities
2. To undertake preventive education in communities and schools.

Questions

1. Are the objectives too wide?
2. What are current projections for AIDS and AIDS-related illness in Kitui?
3. Is it possible to speak of an adequate response by the diocesan AIDS programme?
4. Is the preventive education currently being undertaken likely to lead to changes in sexual behaviour? How many people are being reached by this education? Can any change in behaviour be related to the education programme?
5. Is there effective community participation in the care of people with AIDS?

6. How is AIDS education related to health education in general, and to education about other sexually-transmitted diseases in particular?
7. Does the project have adequate planning methods?
8. Is home care a viable method of caring for people with AIDS? How many people are being cared for in this way?
9. What impact is the AIDS programme having on the non-AIDS patient care in the two hospitals?

ANNEX B:

ITINERARY

Data Location and activity

(February)

Sun 28 Arrival in Nairobi of UK-based members of the evaluation team

Meeting of all team members (including Kenyan-based consultant)

(March)

Mon 01 Team travels to Kajjado, Kajjado District

Introductory and planning meetings with DET

Tues 02 Visit to Elangata-Wuas group ranch

Wed 03 Visit to Torosei group ranch

Thurs 04 Visit to Kilonito group ranch

Fri 05 Visit to Magadi group ranch

Sat 06 Travel to Namanga

Sun 07 Travel to Loitokitok

Mon 08 Visit to Imbirikani group ranch

Tues 09 Meetings in Loitokitok

Wed 10 Travel to Kajiado

Thurs 11 Meetings in Kajiado

Fri 12 End-of-evaluation workshop

Sat 13 Travel to Nairobi

Sun 14 Nairobi

Mon 15 Travel to Kitui

Introductory and planning meeting with AIDS team

Tues 16 Visits to Mutomo and Muthale hospitals and groups

Weds 17 Visits to Mutomo and Muthale hospitals and groups

Thurs 18 Visits to Mutomo, Muthale and Kitui

Fri 19 End-of-evaluation workshop in Kitui

Sat 20 Writing up, in Kitui

Sun 21 Kitui

Mon 22 Visits to Zombe/Mutitio area projects

Tues 23 Visits to Kyuso/Mwinqi projects

Wed 24 Visits to Mwinqi/near central projects

Thurs 25 Meetings in Kitui

Fri 26 Meetings in Kitui

Sat 27 End-of-evaluation workshop in Kitui

Sun 28 Return to Nairobi

Mon 29 Writing up, in Nairobi

Tues 30 Review of drafts, in Nairobi

Wed 31 Review of drafts, in Nairobi

(April)

Thurs 01 UK-based team members return to UK

ANNEX C:

PEOPLE CONSULTED

Kitui AIDS Programme

Sr Mariam Dolan - Medical Officer, Mutomo Hospital

Francis Isika - Family Life Education Programme Coordinator Diocese of Kitui

Elizabeth Jackson - EM i/c TB and Leprosy Ward, Mutomo

Inez Keenan - Medical Coordinator, Diocese of Kitui

Sr Agnes Mary Lynch - Team Leader, Muthale PHC/CBHC Programme, Muthale

Fr Nicholas Maanzo - Financial Administrator, Diocese of Kitui

Sr Bridie McGowan - AIDS Coordinator, Kitui

Josphat Mulyungi - Development Coordinator, Diocese of Kitui

Wilson M Muindi - Team Leader, Mutomo PHC, Mutomo

Sr Sarah Murray - Matron, Mutomo Hospital, Mutomo

Damaris Musango - Mutomo PHC/CBHC, Mutomo

Daniel Mutua - ECN i/c General Ward, Mutomo

Peter Ndambo - AIDS team member, Mutomo

Anne Nthuli - AIDS programme, Muthale

Francis Nyaga - AIDS team member, Muthale

Judith Nzau - AIDS team member, Mutomo

Priscilla Nzilu - PHC/CBHC Muthale

Mrs Dumaris Philys - CBHC Team

Sr Ancilla Rodrigues - Matron, Muthale Hospital, Muthale

Mr Daniel Syala - I/C General Wards

Sr Regina Wayua - Pastoral Care and Counselling AIDS, Mutomo

Kajiado Livestock Projects

Helen Chang - Community-Based Health Care Programme, Loitokitok

Fr Jim Cronin - Financial Controller, Ngong Diocese

Geoffrey Kariuke - Development Coordinator, Ngong Diocese

Grace Legis - Loitokitok

George Maronga - DEP Animator

Kepue Maronka - Drug Store Manager

Kenny Matampash - DEP Coordinator, Kajiado

James Mboi - Project Administrator, Kuku Child Care Programme, Ngong Diocese

Joseph Miaron - DPT Coordinator, GREP, Loitokitok

Bernard Oleleya - Loitokitok

Daniel Somorre - Loitokitok

Kitui Water Programme

Juma Mathenge - Area Coordinator

Josphat Mulyungi - Development Coordinator, Diocese of Kitui Development Office

Fr Nicholas Maanzo - Financial Administrator, Diocese of Kitui

Sirwan O Said - Water Coordinator

Gosse De Boer - Water Technician

ANNEX D:

PROJECT OBJECTIVES

THE WATER PROGRAMME

1. The formal project objectives, based on documents available in the UK, and described in the Evaluation TORs, are as follows:

1. To improve living standards through meeting basic needs for access to a consistent, clean water supply.
2. To create more time for other activities by freeing women, in particular, from water gathering.
3. To train and assist groups in involvement in decision-making and in working together cooperatively to tackle basic needs.

2. In practice the project objectives have changed over time and have become more elaborated. An extensive list given to the evaluation team, which was simplified and re-ordered by the WDP during this evaluation, specified the following objectives:

1. To bring safe water nearer to the community
 - a. To save time for mothers to care for children and provide welfare for the elderly.

- b. To reduce time wasted fetching water
 - c. To utilise time saved in search of water for other development activities.
 - d. To reduce water-borne diseases
2. To make water available for minor irrigation schemes (small kitchen gardens and nurseries)
 3. To improve the living conditions of the poor by providing water for house and roof tanks
 4. To let the community assess their needs through community leadership training
 - a. To build the community both materially and spiritually
 - b. To motivate the community to development initiatives
 5. To promote awareness of community cooperation

THE AIDS PROGRAMME

3. According to project proposal and the annual report (Mutomo Hospital, 1992) the formal aim of the Diocesan AIDS programme is:

"to educate the community on AIDS prevention and awareness and behaviour change and to counsel patients with AIDS and help them to accept and live positively through holistic care."

a. Within this broad objective two specific objectives have been established:

i. To care for PWAS and their families through:

- the provision of hospital care
- counselling
- home-based care services
- the identification and care of orphans
- the provision of HIV testing facilities.

ii. To undertake preventive education in communities and schools.

b. In a meeting of the Mutomo and Muthale AIDS team in January 1993 19 more specific objectives were drawn up for the year ahead. Most of these involve the setting of numerical targets for different activities: public education activities (7), services to PWAs (7), staff development (5) and others (see Annex D). Most of the targets appear to be achievable, except possibly those relating to home visits and care for orphans, which are discussed below. The weaknesses of these specific objectives is that they are mainly stated in terms of inputs or service activities, and not in terms of outcomes. This weakness is also shared by the broader objectives stated above.

THE LIVESTOCK PROJECTS

According to project reports

4. Written objectives as drawn from the project files (and in the TORs for this evaluation) are, for the Restocking Project;

1. To re-establish the families in a pastoral lifestyle and give them a chance to control their own destiny.

2. To promote self-reliance and self-responsibility among beneficiaries of the livestock restocking project.

3. To assist the poorest families in the project area (i.e. those without sufficient livestock) to become self-sufficient and reintegrate into Maasai society.

4. To assist others outside the initial target group through transfer of calves or other resources/income derived from the project.

and, for the Livestock Improvement Project:

1. To combat the spread of tick-borne disease among livestock of pastoralist peoples through portable, hand-held spraying machines. Project target: to reduce cattle mortality rates from 30 per cent to 10 per cent in two years.

2. To work towards the creation of a new pastoralist' organisation, possibly a cooperative, with fixed by-laws and membership.

According to the Development Education Team

5. Discussions with the Development Education Team (DET) during the evaluation revealed that they are involved in a much larger programme of work with largely unwritten objectives, including social justice and equity. They hope that the LIP and LRP will contribute to ten of these, as will some of their other projects. These ten objectives, some of which are derived from the above six are:

1. To promote livestock herding as the major economic activity for the Maasai.
2. To improve the economic status of the Maasai Communities with whom the project works.
3. To improve local breeds so the Maasai can survive on less land.
4. To help the poorest re-enter the pastoral lifestyle.
5. To help restocked families to develop other income-earning activities.
6. To help others outside the direct beneficiaries of the project(s).
7. To promote the Maasai's self-reliance and self-responsibility and control over their destiny.
8. To combat the spread of tick-borne disease.
9. To reduce cattle mortality rates from 30% to 10% in two years.
10. To work towards the creation of a new formal pastoralist's organisation, possibly a cooperative.

ANNEX E:

A REVIEW OF THE EVALUATION PROCESS

INTRODUCTION

1. The ToR of the CAFOD project evaluations identify three over-arching objectives. The third of these states:

(The results of the evaluation will) "Suggest to CAFOD and the ODA appropriate methodologies for evaluation of relatively small-scale projects funded through southern partner NGOs."

The purpose of this annex is to review aspects of the evaluation process. The comments that have been made are essentially attempts to answer the question "If this evaluation was to be

done again, how should it be done differently?"

THE UK STAGE OF THE EVALUATION

2. Terms of Reference (TORs). Clarification to the project holders in Kenya that the TORs had been drawn up by CAFOD, not ODA, might have given them more confidence to provide more input than they did.

3. Meetings between ODA, CAFOD and evaluation team members: A planning meeting was held in the UK three days before the start of the evaluation in Kenya between CAFOD, ODA and four of the team members who were available in the UK at the time. Its value was limited because of the unavailability of the Kenya-based team members (three).

4. UK-based project evaluation research: An independent researcher was contracted to prepare a project history based on documents held by CAFOD and ODA. This was subsequently sent to project holders, giving them an opportunity to correct any errors of fact or understanding. This was an essential briefing document for the evaluation team, partly because it represented the formal face of the project, as seen from the UK. The only improvement possible would be to ensure that project holders all receive copies well before the arrival of the evaluation team.

5. UK-based interviews: A series of interviews were carried out, by the team leader, of CAFOD staff before and after the field visits. Interviews with the Kenya desk officer should have been completed before the field visits to Kenya because they provided valuable contextual information: how CAFOD saw the project partners in relation to others it funded in Kenya and how it viewed the changes that had taken place, and might take place, in those projects.

PARTICIPATION WITHIN THE EVALUATION TEAM, IN KENYA.

6. Team preparation: The first evaluation started with a one-day planning meeting in Nairobi with all but one of the initial six team members participating in the first evaluation. Areas covered were: (a) Team member introductions, (b) Allocation of evaluation objectives (EOs) to each team member, (c) The development of checklists of general questions to be used by each team member while pursuing their individual areas of responsibility. The allocation of evaluation objectives was maintained throughout all three evaluations and presented no major problems. The concept of a general checklist was not successful because time constraints meant that team members focused primarily on their own areas of responsibility. A checklist of the essential areas each team member should cover in their own area of responsibility should have been collectively developed by the team instead.

7. Gender issues: The evaluation objective explicitly relating to gender was adopted by the one Kenyan women member, but gender issues were also addressed by the team leader. In

retrospect a joint approach, with one person being the specialist but all other team members being expected to attend to gender perspectives in their own area of concern, would seem the optimal arrangement.

8. Information sharing within the team: Four methods of information sharing were used during the evaluation: (a) Team members wrote up and duplicated copies of their raw field notes, during the course of the evaluation, (b) Team members gave comprehensive verbal feedback within team meetings, (c) Team members interviewed each other, about their special area of responsibility, in team meetings, (d) Team members critiqued each others' draft reports on specific evaluation objectives at the end of the field work stage, in country.

9. The first two methods were too demanding in terms of time. "Interviewing the interviewers" was a more focused method which made better use of time. Critiqueing of draft reports at the end was very valuable, but time must be available in team members contracts to allow this, including the time to draft the papers to be examined.

10. Two areas of information sharing were under-emphasised: (a) **The process of sampling**, whereby each team member decided which stake-holders opinions they would seek out, especially within the communities that were visited. Information sharing in process rather than advance planning was the only means of ensuring adequate coverage of different groups; (b) **The types of questions and other methods of inquiry** that were being used by different members (in contrast to the information found by those methods). The limited sharing of experience with different methods limited the collective improvement in field methods over the duration of the three evaluations.

Differences in perspectives on "evaluation".

11. Within the evaluation team there were three different interpretations of the nature of evaluation: (a) Evaluation as a task which is carried out "after the event", which is therefore almost wholly retrospective in its analyses, and which allows only a limited role for any future-oriented recommendations, or (b) Evaluation which treats project holders' and beneficiaries' views of the future as part of the present reality of the project. The evaluation itself is automatically an intervention in the "project" under examination, and is likely to affect the future course of the project, even if explicit recommendations are not made, or (c) Evaluation as an explicit opportunity for a development intervention, which can be made through the process of assisting people to review their progress so far.

12. Within the team there were at least two different perspectives on the meaning of a key term, participation. One view was of participation as an end in itself which itself was a priori defined as a "good", and the other which viewed participation in a more ambiguous light, as a means to an end, which may or may not be appropriate.

PARTICIPATION OF THE PROJECT HOLDERS

13. Introductory meetings: In two out of three of the evaluations time was available at the very beginning for a joint planning session, with the evaluation team and project holders. At best this enabled the development of a common understanding about the purpose of the evaluation, and what was to happen during the rest of the evaluation period, and helped start the evaluation on a relaxed and undefensive basis.

14. Rewriting project histories: In each of the three evaluations the project staffs were given the project history, as compiled from records available to an ODA research assistant in the UK, and invited to correct any mistakes of fact or interpretation or any omission. This process proceeded without difficulty, and was important both for clarifying details of the projects and for establishing a joint working relationship.

15. Reordering Evaluation Objectives: The TORs listed evaluation objectives in an order of priority, initially set by CAFOD, then commented upon by ODA and the project holders. In each of the three evaluations the project staff were asked to reorder the evaluation objectives according to what they felt was most important for them. While useful as a source of information for the evaluation team, its value as a practice could have been enhanced by: (a) completion, in all cases, at the beginning of the evaluation, and (b) by being used to prioritise the selective discussion of issues in the End-of-Evaluation Workshop.

16. Updating and prioritising formal project objectives: In two out of three projects, meetings with project staff led to the identification of changes in the formal project objectives that had not yet been reported on in project documentation that had gone to CAFOD. This information was essential to understanding the development of both projects.

17. Identification of informal objectives: In two of the three evaluations success ranking exercises of locations (in respect to a particular activities) were used to identify, through criteria of success in use, implicit or informal objectives. While they produced valuable results, their use could have been improved by: (a) ensuring adequate time was available to make the exercises more relaxed, and including groups people of same status in the exercise, to diminish anxiety, and (b) widening the sample of people to gain a richer perspective on informal objectives. The views of whole project teams on the relative importance of different objectives were also elicited through the use of ranking in sub-groups followed by aggregation of results in plenary groups. The value of this exercise would have been improved by more time being available for subsequent discussions of key differences between the rankings given by different groups.

Planning of evaluation methods

18. Choice of project sites: This was done primarily by the project staff, with the evaluation team having some choice from a limited menu of sites and sub-groups. In the livestock project

the sites were largely those where the project activities were seen as most "successful" by the project holders. In the water project, sites were selected to represent a diversity of physical structures in various stages of completion or use. In the AIDS project, groups were "selected" on the basis of already being on schedule for normal contact during the week of the evaluation. Where project holders do select sites it is essential that the evaluation team contextualise this choice through success rankings, or other exercises or information sources. This was done in the case of the livestock project sites, but could have been improved upon in the water project.

19. End-of-Evaluation Workshops: Joint planning with the project staff was also carried out in regard to the content and structure of the End-of-Evaluation Workshops (EoEWs), although with the evaluation team clearly taking the lead in terms of ideas. The choice of key areas or themes for discussion in these workshops is one area where greater consultation and, if possible, agreement with the project holders would be have been valuable.

20. Research methods: Interview questions and other specific methods of inquiry that were used during field visits were the aspects of the evaluation process which were least discussed with project staff. Discussion which did take place in the field was essentially ad hoc. At no stage did the evaluation team seriously ask the project staff what questions or methods they thought the evaluation team should be using during the field visits. This may have been partially a consequence of the decentralised approach to these issues taken within the evaluation team and the failure, noted above, to share and critique the methods being used by each member of the evaluation team.

21. Sharing of information on methods used. The main means of sharing of information about the methods of inquiry used by the evaluation team took place through participation in the process itself. This was the case with mapping exercises, role plays, and card sorting and ranking activities.

22. In reporting back to the water project staff on the quality of life and sustainability issues specific attention was given to explaining the methods used and their potential use for the project staff in their own subsequent project monitoring and evaluation work.

23. Project staffs' verification of facts and interpretations identified by the evaluation team. In almost all the meetings held by evaluation team members, with project beneficiaries and other stake-holders there were project staffs present. The exceptions were some meetings with expatriate staff members of projects, and possibly some meetings between CAFOD team members and staff of the Diocese Development Office. In all three EoEWs staff of the projects took part in the proceedings and thus had an opportunity to learn from and participate in the discussions that took place. In the first two workshops project staff played a key role as facilitators in the small groups.

24. Reviewing the Evaluation: At the end of the first livestock project evaluation there was

sufficient time available to ask the project staff their views of the evaluation process. Three open-ended questions were used:

- a. If this evaluation was to be carried out again in the future, in what way do you think it should be done differently?
- b. What areas do you think the evaluation has covered well and what areas do you think it has not?
- c. Are there any new things, striking ideas, which the DET feels that it needs to give attention to?

Ideally, this process would have been carried out at the end of all three evaluations.

PARTICIPATION OF PROJECT BENEFICIARIES AND OTHERS

25. Choice of people to be contacted: In all three projects the communities to be visited and included in the evaluation were chosen by the project staff rather than by beneficiary groups or the evaluation team.

26. Participation in meetings: In both the livestock and water projects the initial meeting with large open groups was followed by parallel meetings held by different evaluation team members with sub-groups, usually differentiated by gender and committee membership. The decision about the definition of these sub-groups was made by the evaluation team, but the decision about which people went into which group was in effect left up to the people themselves to choose. In the AIDS project the participation of immediate family and kin was partly limited by the decision of the PWAs to meet either at their own home or at a roadside meeting place where they could meet with some degree of privacy. In addition to privacy constraints the very limited time available meant it was not feasible to talk to members of the surrounding community who may or may not have been providing informal support to the PWAs.

27. With greater availability of time the evaluation team could have:

- a. Improved the representation of women and men in the evaluations of the livestock and water project respectively.
- b. Improved representation of non-beneficiaries with interest in the project in the evaluations of the water and AIDs projects.
- c. Sought advice from the people contacted on other types of people that the evaluation team should have contacted.

28. Duration of visits: In the case of the livestock projects, visits to single group ranch locations and their associated Project Development Committees in most cases took a whole day. However, the time spent talking to people was much less, perhaps up to three or four hours at the most, with two to three being more normal. In the case of the village water supply projects, visits to individual locations were generally shorter in duration. In the case of the AIDS team the contacts were also of short duration, usually up to 1.5 hours. During these visits contact was made with family members as well as with the PWAs, though the major focus of the interview was on the PWAs. If further time was available to spend in these locations it would have been put to best use by diversifying the types of people spoken to, rather than extending the length of interviews with individual people or groups, which were already long enough, or in some cases perhaps too long.

Information-sharing

29. On the purpose of the evaluation: In almost all field visits an effort was made to explain the intention of the visiting evaluation team in terms of learning from people's experience of the project, rather than as an exercise in "checking up on people." Whether that view was always accepted or not was not clear.

30. Interview settings: In the livestock and water projects the meetings were relatively open and the information given to the evaluation team was equally open to the other people present. The one major exception was the practice by which some of the participants, often more literate and well-off, would reply to the evaluation team in Swahili or even English, rather than in the local language (Kamba or Maa).

Interview methods

31. Open-ended interviews: The most common form of inquiry was a relatively open interview, usually involving one or two team members and a sub-group as described above. During these interviews each evaluation team member pursued their respective areas of interest. The participants had opportunities to direct the discussion through raising questions informally during the meeting, and more formally towards the end when the evaluation team specifically asked if the people present had any questions they wanted to ask the evaluation team. However, in practice the broad direction of most interviews was clearly set by the visiting evaluation team members.

32. Open and closed evaluative question sequences: An example is as follows:

a. What types of **improvements** has this water project made to your life?

b. Which of all the improvements you have spoken about has been the **most important** of all? Why have you chosen this one above all the others?

This method is suitable for use in group settings where time is limited. It is simpler than ranking because only the most important item needs to be identified. Its use could have been extended by (a) following up with a **closed-ended descriptive question**: "How many of you here (the others present) agree that this change has been the most important?", and by b) preceding the question sequence with an **open-ended descriptive** question: "What types of changes have taken place here as a result of this water project?" The main value of this sequence is that it allows the participants to present their own perspective within relatively open bounds minimally defined by the interviewer.

33. Participatory mapping exercises: These were used in both the livestock and water projects. Because mapping exercises involved the construction of a map on the ground, which anyone can make comments on at any stage, the results of the exercise - the dialogue and the resulting map, were available to all participants present. One area of choice facing the evaluation team was the degree to which the purpose of the map should be specified in advance, for example, "understanding the location of other water supplies", versus being left fairly open-ended so that unpredictable information of value could be placed on the map as a result of the participants following their own priorities.

34. Wealth ranking: This exercise was carried out in one of the four locations visited in the livestock programme, in a small group setting with members of the local project committee. It was used to identify the types of families getting access to project families. Although the participants in the ranking were those that made decisions about access to project benefits, the results nevertheless suggested that the poorest families were not getting access to project benefits. Wider replications of this exercise could have helped establish how much the findings could be generalised, and in turn may have helped convincing the project staffs of the significance of the results.

Feedback of the evaluation team's responses to project staff and beneficiaries:

35. In one extreme stereotype of the role of an outside evaluator the level of sharing of information by the evaluator is expected to be minimal, beyond that implicit in the questions asked and in any associated non-verbal behavior. The hope is that the participants would thus not be influenced or led by the interviewer, and therefore give "unbiased" answers. A middle-ground role definition would involve the evaluation team feeding back some of the descriptive information provided, with the expectation of correction of the information by the participants themselves, where they thought it necessary. A further extension of this role would include disclosure of the evaluation team's own evaluations and interpretations based on the information they have collected. The expectation would be that those valuations themselves would be subject to critical and appropriate scrutiny by the people they concern. The last of these three roles gives the participants more equal status as partners in the evaluation and assumes a far greater capacity to interpret and report their world than the first.

36. During the three evaluations the attempts to seek verification of the information collected were essentially ad hoc, undertaken where there appeared to be a need for verification, rather than part of any systematic approach to equalise the participation in the evaluation. Feedback of the evaluation team's interpretations and valuation of the information were more limited. These took place after the livestock ranking exercise, and after some of the some of the mapping exercises.

37. Experiments in this area are needed to address criticism that evaluation is often an exercise in "data mining" and "more extractory than participative". This will be the case if outside evaluators are unwilling to disclose as much information as they themselves have been given. This of course has risks involved: evaluation teams' judgments may be subject to serious and embarrassing criticism, or their disclosure may have unanticipated and even negative effects. This is an area where further experimentation with appropriate methods is important, particularly, for example, the appropriate timing of disclosure of information by the evaluation team.

End-of-Evaluation Workshops (EoEWs)

38. At the end of each of the three evaluations a one-day End-of-Evaluation Workshop was held.

39. **Participation:** In the livestock and water projects the participants were self-selected members of the local project committees. In the case of the water project there was a much higher proportion of actual beneficiaries amongst the representatives, and of women (beneficiaries and others) versus men. In the AIDS project no beneficiaries were involved, nor was there any organisation in existence through which they could have selected their own representation. The primary participants were the staff involved in AIDS work, including key hospital staff, and primary health care and home care staff.

40. In the case of the livestock and water projects, those who did attend were a minority of the local project committees memberships. Those committees, in turn, were only from those areas which had been visited by the evaluation team. A wider degree of representation, including from areas not visited and more people from the same committees, would have presented major problems of management of any workshop process involving small group work. There was a clear trade-off involved between intensity of participation and the representativeness of those participating.

41. In the livestock project there was some evident confusion of the role of project staff in the subgroups. Some project staff participated in project committee subgroups from areas where they themselves lived. When a staff member reported back on the subgroup's work to the whole group it seemed as though he was reporting his own views as a staff member rather than those of the project committee. In the water projects EoEWs senior staff were clearly aware of this

possible problem, but in practice erred in the opposite direction, of not involving their staff sufficiently in the workshop, but instead treating it as something mainly for the project beneficiaries.

Workshop process:

42. The three EoEWs had a similar basic format. Each involved three relatively discrete sessions on a different subject. With some exceptions, each session usually involved a whole-group introductory stage, then a subgroup work stage followed by reporting back and discussion stages. In the AIDS and water project EoEWs, there were short plenary sessions at the end of the day. The advantage of the iteration of large then small group processes is that it maximises individuals' chances of active participation while retaining their access to the views of all other participants. The disadvantage is that a substantial amount of time has to be devoted to facilitating the integration of these group processes.

43. In all three EoEWs, the first sessions were aimed at helping the participants to express their priorities in terms of project objectives. This was done by a variety of approaches to ranking of possible project objectives, both by subgroups and then arithmetically as a whole group. The options available for ranking were established in consultation with the project staffs but not with the project committees themselves; however, the range of choice, between 10 and 15 items, was sufficient to allow the different opinions of participants to be clear. The most noticeable difference between the project staffs and the project committees was the former's preference for more immediate and tangible goals.

44. The planning of the second and third sessions involved a choice between allowing the participants to follow their own preferences and work on what they felt was important, versus the evaluation team making a choice about the areas they felt were important, even if they were low priority to the participants. In the AIDS projects the two later sessions on specific subjects were on those issues which had been given a high ranking of importance during the first ranking exercise. In the livestock and water projects EoEWs, the second and third sessions were on the subject of participation and gender. These were issues chosen by the evaluation team, as issues they felt were important in the projects concerned, but which in the ranking exercises had not been given much importance!

45. One criticism that could be made of the three EoEWs is that, despite all the carefully-structured process of participation of project committee members, it was still an exercise in data mining or extraction. Most exercises, both those involving objective ranking and those exploring gender and participation issues, were strongly biased towards eliciting the participants' views on these issues. There were exceptions. In the livestock project the small group discussion of the achievement of the objectives was preceded by presentation of evidence by one evaluation team member both for and against the claim that the objective had been reached. Similar information was presented in the associated gender and participation sessions. However in the last two evaluations the level of evaluation team disclosure was much less, and essentially an

afterthought, after the small group process.

46. Where an evaluation team does decide to provide feedback on its own judgments, there is a choice to be made: the extent to which the evaluation team presents its information in an ostensibly even-handed manner, versus taking an advocacy position, making clear its final judgement as well as the information on which it is based. Both approaches were taken during the three EoEWs, the latter especially in the session on gender issues in the livestock project EoEWs.

47. **Evaluation of the EoEWs:** Only in the case of the AIDS EoEWs was there time to carry out an end-of-the-day review of the workshop. Rather than asking participants "what they had learned", which tends to produce "motherhood is a good thing" type statements, each participant was asked what event or comment made during the workshop they found the most interesting and why. What was of interest to the evaluation team was that 9 of the 19 comments recorded related to the ranking of issues exercise. These included surprise at the ranking given to some issues by the group as a whole and to other issues by specific groups, the difficulty of having to prioritise, and the experience of changing priorities after group discussions.

48. **Translation problems:** In two out of the three workshops communication had to be in both the local language and English. This meant that a demand was placed on project staff to act both as neutral translators and as ordinary participants with their own views. It also meant that the whole workshop process took much longer than when a single language was in use.

OTHER ISSUES

49. **The size of the evaluation team:** This was initially viewed with some concern by all the evaluation team members. In practice the large size of the team enabled them, by specialisation of function, to manage what were initially seen as very ambitious ToRs. The large size of the team also meant that during field visits a number of different groups could be contacted in parallel. The major problem, which was not completely resolved, was how to share and integrate the methods used and the information acquired by the different evaluation team members on an ongoing basis.

50. **Availability of time:** This was a continuing issue of concern during the evaluation. Areas where more time would have been especially valuable included:

- a. Time to talk to project staff in the AIDS and water project, especially the latter.
- b. Time for more contact with beneficiary and non-beneficiary groups in the AIDS project.
- c. Time for end-of-the-day information sharing amongst the evaluation team members in the AIDS and water projects.

- d. Time for plenary sessions at the end of the livestock and water projects EoEWs.
- e. Time for the project staff to give feedback to the evaluation team about the evaluation at the end of the AIDS and water project evaluations.
- f. Time for mutual critiqueing of evaluation team members' draft papers at the end of the evaluation.

The majority of items in this list relate to the extra time needed to share and integrate information already collected, rather than to collection of further information as such.

51. The evaluation team did not feel that more time was needed for the livestock project as a whole, but that the time (13 days) used during that evaluation could have been better managed. However, in the AIDS project there was an absolute shortage of time. Ideally both the AIDS and water project evaluations would have been extended to approximately 10 days each.